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S.T.O.P.

Violence Against Women
Formula Grant Program
FY 1995 Strategy



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THE COMMONWEALTH OF MASSACHUSETTS

EXECUTIVE DEPARTMENT

STATE HOUSE • BOSTON 02133

(617) 727-3600

WILLIAM F. WELD
GOVERNOR

ARGEO PAUL CELLUCCI
LIEUTENANT-GOVERNOR

September 21, 1995

Bonnie Campbell, Director
Violence Against Women Program Office
Office Of Justice Programs
4th Floor
633 Indiana Avenue, NW
Washington, DC 20531-0001

Dear Ms. Campbell,

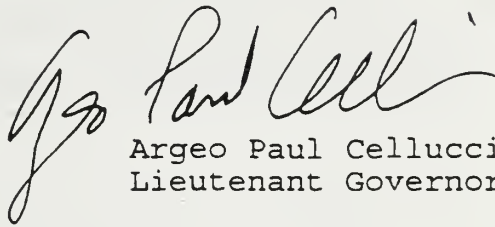
I am writing on behalf of the Massachusetts Governor's Commission on Domestic Violence in support of the 1995 Massachusetts S.T.O.P. Violence Against Women Formula Grant Strategy. Many Commission members served on the VAWA Task Force which developed this strategy, and input was solicited from all Commission members.

The Governor's Commission on Domestic Violence was created in 1993 by Executive Order and is chaired by the Lieutenant Governor. Commission members include: the Secretary of Health and Human Services, the Secretary of Public Safety, the Secretary of Education, and the Secretary of Communities and Development; agency heads of parole, probation, the Office of Victim Assistance, and the Criminal Justice Training Council; legislators of both political parties; representatives of the Attorney General and the Administrative Office of the Trial Court; judges and district attorneys; representatives of several advocacy organizations; and representatives of the medical, religious and corporate communities.

The Commission is committed to a multi-disciplinary approach which combines immediate intervention plans with long-term prevention strategies. Our administration has already committed considerable state resources to the reduction of violence against women and we look forward to implementing effectively the S.T.O.P. Violence Against Women Formula Grant Strategy, and to additional federal resources funded under the Violent Crime Control and Law Enforcement Act of 1994.

Thank you for your consideration.

Sincerely,

A handwritten signature in dark ink, appearing to read "Argeo Paul Cellucci". The signature is fluid and cursive, with the first name "Argeo" being more prominent and stylized than the last name "Cellucci".

Argeo Paul Cellucci
Lieutenant Governor



The Commonwealth of Massachusetts
Executive Office of Public Safety
Program Division

100 Cambridge Street, Room 2100
Boston, Massachusetts 02202

William F. Weld

Governor

Kathleen M. O'Toole

Secretary

(617) 727-6300

September 20, 1995

Bonnie Campbell, Director
Violence Against Women Program Office
Office of Justice Programs
4th Floor
633 Indiana Avenue, NW
Washington, DC 20531-0001

Dear Ms. Campbell:

Please find enclosed for your review the **1995 Massachusetts S.T.O.P. Violence Against Women Formula Grant Strategy**. The Strategy reflects the Commonwealth's 1995 plan for domestic violence and sexual assault programs to be funded under the Violence Against Women Act (VAWA) of the Violent Crime Control and Law Enforcement Act of 1994. The Strategy was drafted as a result of the dedicated efforts of the Massachusetts Governor's Domestic Violence Commission and the VAWA Task Force of the Executive Office of Public Safety.

The detrimental effects of violence against women continues to effect all levels of society. This Strategy demonstrates the commitment of Massachusetts to take definitive steps to address this problem in the areas of law enforcement, victim assistance, prosecution and crime prevention.

If you have any questions regarding this proposal, please feel free to contact Program Director Rai Kowal at (617) 727-6300 ext. 305. On behalf of the Executive Office of Public Safety and the Governor's Commission on Domestic Violence, I thank you in advance for your consideration.

Sincerely,

A handwritten signature in black ink that reads "Kathleen M. O'Toole".

Kathleen M. O'Toole
Secretary of Public Safety

KMO\rk\jeo

1995 STATEWIDE STRATEGY VIOLENCE AGAINST WOMEN ACT FORMULA GRANT PROGRAM

COMMONWEALTH OF MASSACHUSETTS

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*"The Massachusetts
S.T.O.P. Violence
Against Women
Formula Grant
Program Plan reflects
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blueprint toward
preventing violence
against women."*

Currently a domestic violence restraining order is issued every ten minutes in the Commonwealth of Massachusetts¹ (Appendix A). Thus, it is not surprising that a 1994 State Crime study found that 97% of the surveyed police departments identified domestic violence as their area of greatest need and their top crime indicator² (Appendix B). At the same time, rape crisis centers reported 21,000 calls in 1994 from victims of sexual assault in need of support services³. Further, advocates increasingly note that a substantial number of victims are subject to domestic violence and sexual assault often by the same perpetrator. While such statistics indicate that victims are accessing the criminal justice and human resources systems for help, they also reflect the continuing need for state and local coordinated efforts. In response to this need, the Governor's Commission on Domestic Violence chaired by Lieutenant Governor Paul Cellucci was established in 1992 to forge statewide strategies, by bringing together professionals in the areas of law, medicine, victim services, shelters, courts, law enforcement, business, public policy, education and legislation. Nonetheless, the domestic homicide rate in particular, continued to rise and after eleven women and children were murdered in a three-month period, Lt. Governor Paul Cellucci declared a "Public Emergency" in April of 1992. "Women and children suffer routinely at the hands of abusive husbands, boyfriends, fathers, and partners. This is an outrage and a pattern of violence that must be stopped," he stated.

¹Patriot Ledger - Quincy, Massachusetts, p.1, (July 31, 1995).

²In September of 1994, the Statistical Analysis Center of the Massachusetts Executive Office of Public Safety Programs Division (formerly the Massachusetts Committee on Criminal Justice) surveyed forty Massachusetts police departments, including the eight largest cities, suburban and rural areas, and a random sample to ensure that at least three communities in each county were selected. The response rate was 85%. "Drug Use" ranked second, and "Burglary and other property crimes" was third. Massachusetts Statewide Strategy, Drug Control and Systems Improvement, Massachusetts Executive Office of Public Safety Programs Division, p.9 (1995).

³Massachusetts Coalition Against Sexual Assault, August 1995.

In the three years that followed, action-oriented subcommittees were formed and senior cabinet secretaries recruited. Significant progress is underway, as evidenced by several successful efforts sponsored by the Commission. In domestic violence they include: (1) development of revised Uniform Law Enforcement and Prosecution standards; (2) promulgation of a stalking statute; (3) establishment of a state-wide, central registry for all restraining orders; (4) passage of legislation to allow courts to consider dangerousness when setting bail; (5) creation of a teen dating violence curriculum; (6) cessation of insurance companies' discrimination against battered women; and (7) clarifying, by statute, that defendants must be permitted to introduce evidence of battered person syndrome in relevant court cases.

For sexual assault victims, several key initiatives have come to fruition as well. With the guidance of a State Crime Lab forensic chemist, a state coroner, rape crisis counselors, emergency room nurses, police, prosecutors and policy makers, a dramatically improved state-of-the-art "Sexual Assault Evidence Collection Kit," was developed in 1988. As a result of legislative appropriation, 2,500 rape kits are distributed annually to over 80 hospital emergency departments and enhanced prosecution has resulted from the improved collection and preservation of sexual assault evidence. Additionally, the process for free sexual assault exams recently has been streamlined and each police department has identified a sexual assault liaison officer. Increased collaboration has resulted in projects such as the creation of a Boston Police Department sexual assault response office within the Boston City Hospital Emergency Department.

While there is much pride in the accomplishments achieved thus far, all agree that there is much room for improvement in coordination, intervention and prevention services for sexual assault and domestic violence victims. There are geographic limitations with many of our programs for underserved victims, and we are committed to expanding those. For example, on Cape Cod, Massachusetts Native American women are developing a victims domestic violence program to enhance support services to their communities. Our northwest counties and small towns are focusing on improving rural victims service delivery through a model probate court advocate program in Hampshire

INTRODUCTION

County. In the eastern part of our state, Provincetown seeks to make services more accessible to lesbian and gay victims. Harvard Medical School and the Harvard School of Public Health are assisting in a project to develop a screening instrument for identifying elder abuse victims. Secretary of Public Safety Kathleen M. O'Toole has stated that our goal is to create the standard for improving our response to violence against women, which will address the critical questions: (1) Will this standard significantly increase victim safety? And (2) Will these policies and practices lead to the prevention of violence against women?

Thus, we will seek the continued involvement of our multi-disciplinary committees and guidance from our sister states. Among others, we will study Arizona's assessment that visitation centers decrease adult and child re-victimization, and San Diego's protocol for victimless prosecutions to take the victim out of the danger loop and hold the offender accountable. The Massachusetts S.T.O.P. Violence Against Women Formula Grant Program Plan reflects that we must do this work with a sense of vision, so that we are not simply reacting to every homicide, but proceeding with a blueprint toward preventing violence against women.

CURRENT EFFORTS

Abuse Prevention Act In the last ten years, Massachusetts state agencies and numerous victim advocacy organizations have taken a proactive and aggressive approach to addressing a collaborative criminal justice systems response to violence against women. Beginning in 1985, the Massachusetts Governor's Statewide Anti - Crime Council established two working subcommittees, the Battered Women's Working Group and the Sexual Assault Working Group, whose "grass roots" advocates met monthly with state criminal justice representatives to discuss the alarming rise in incidents of domestic violence and sexual assault. As a result of that collaboration in 1990 the Massachusetts Abuse Prevention Act was amended to improve service delivery to domestic violence / sexual assault victims.

Governor's
Commission

More recently, in 1992 the GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE was established to provide a broad policy making forum to facilitate needed reforms. The Commission (Appendix C), chaired by Lt. Governor Paul Cellucci, is comprised of over 40 representatives from criminal justice, law enforcement, courts, human services, private industry, and non-profit victims advocacy groups representing rural and urban populations. At monthly meetings, numerous policy, procedure and protocol issues are addressed with various guest speakers representing the interests of victims advocacy groups. Recently, for example, representatives from statewide religious organizations spoke on violence against women issues they face. A subcommittee of the Commission is the VAWA Task Force. Its' 14 members (Appendix D) serve as special advisors to the Executive Office of Public Safety in the implementation of the 1995 STOP VAWA Program.

VAWA Task Force

Newsletter

The issues addressed at the meetings are documented in *FORUM* (Appendix E), the Governor's Commission on Domestic Violence Statewide Newsletter first published in February 1994. The popular newsletter reaches all police departments, legislators, judges, clerk magistrates, probation officers, hospital emergency rooms, battered women's shelters and domestic violence and sexual assault advocacy groups in the state. It serves to promote a collaborative partnership

effort to disseminate domestic violence / sexual assault information to the entire criminal justice and victim advocacy system.

Battered Women's Programs

Critical to effective victims advocacy is the involvement of non-profit, community based victims advocacy groups working in tandem with state and local officials. A driving force in the victims advocacy movement has been the MASSACHUSETTS COALITION OF BATTERED WOMEN SERVICE GROUPS (the Coalition), founded in 1978 as a non-profit education and advocacy organization, whose mission is to ensure the availability of quality, comprehensive services to battered women and their children. The Coalition is comprised of 33 member programs (Appendix F) that provide a wide array of direct services to battered women and their children including 24-hour hotline services, emergency shelter, counseling and advocacy, support groups, and community education and training. Specialized services for children, teens in violent dating relationships, battered lesbians, women with substance abuse problems, immigrant and refugee populations, and women with disabilities are offered by a number of the Coalition's member programs. In addition, member programs have begun to develop and offer innovative services to meet emerging needs of battered women and children for visitation centers and transitional housing.

Child Protective Services Collaboration

The Coalition's leadership and expertise is focused on creating multi-disciplinary, coordinated responses that will advance domestic violence prevention efforts statewide. Community public policy efforts, such as those undertaken by Project Safe Family (aimed at increasing collaboration between the battered women's service community and the Commonwealth's network of child protective agencies), and community education efforts undertaken by the Coalition's Jane Doe Community Education program, are but two of the ways in which the Coalition works to address violence against women in Massachusetts.

Rape Crisis Centers

The MASSACHUSETTS COALITION OF RAPE CRISIS SERVICES has been working on behalf of survivors of sexual assault since 1985. The organization began as an all volunteer network of workers in rape crisis centers. Focused on public policy advocacy, the MCRCS

worked to change laws to improve the court process for rape survivors and to advocate for adequate resources for all rape crisis centers. The MASSACHUSETTS COALITION AGAINST SEXUAL ASSAULT was formed in 1995 to develop statewide initiatives to assure that survivors in Massachusetts have a voice and have comprehensive services within their local communities. The Massachusetts Coalition Against Sexual Assault was established to complement the services of the Massachusetts Coalition of Rape Crisis Services by providing training and consultation, statewide resources for survivors, and technical assistance to rape crisis centers. Membership consists of 21 rape crisis centers in Massachusetts as well as individual and organizational members interested in supporting the work of the Massachusetts Coalition Against Sexual Assault (Appendix G).

Mission Statement

The Mission of the Massachusetts Coalition Against Sexual Assault is to improve the lives of sexual assault survivors in Massachusetts by addressing the impact of sexual assault on individuals and communities and to increase prevention initiatives. Current activities include:

- Maintaining confidentiality of records and privileged communication of rape crisis center staff;
- Developing program capacity to provide comprehensive and multi cultural services to local communities;
- Establishing a statewide public education program designed to reduce the incidence of sexual assault; and
- Advocating for issues of concern to sexual assault survivors.

Massachusetts Rape Crisis Centers provide comprehensive services to their local communities. Such services include 24 hour hotlines for survivors and significant others, short term counseling, support groups, medical advocacy, and legal advocacy. Centers also assist with education for schools, community groups, and professionals aimed at reducing the incidence of sexual assault and educating communities about its impact.

Rape Kits

In 1989, under the auspices of the Executive Office of Public Safety and the Governor's Rape Working Group, Massachusetts implemented the sexual assault evidence collection kit program. Program implementation included the design and manufacture of a state of the art, standardized, sexual assault evidence collection kit, and an annual distribution of 2,500 state funded kits to over 80 Massachusetts hospitals. The kit was hailed by the state crime lab, hospital clinicians, the district attorneys and rape victims as an absolutely essential tool in the successful prosecution of sexual assault cases and in the support of victims services. Since then sexual assault victims advocacy groups have consistently supported the use of these kits and applauded the state's efforts in their support of effective prosecution. On an international note, the Japanese F.B.I. and Australian Health Services requested Massachusetts' kits to be used as prototypes for the development of kits in their own countries.

Victims Assistance

The government agency responsible for representing victims' interests statewide is the Massachusetts Office for Victim Assistance. The agency provides crisis counseling and referrals for crime victims and their families, support to victim witness assistance programs in the District Attorney's office, and a voice for victims on legislation and public policy. Since 1986, the Mass. Office for Victim Assistance has provided funding to over 100 locally based non-profit victim service programs under the federal Victims of Crime act. Most of these grants support direct services to victims of domestic abuse and sexual assault. Many innovative programs have been started with the Mass. Office for Victim Assistance support such as hospital based intervention with battered mothers of child patients (AWAKE program at Children's Hospital), the state's first supervised Child Visitation Center (Brockton), services to gay and lesbian victims of violence (Fenway Community Health Center), bilingual counseling at rape crisis centers (e.g. BARCC, Central Mass), services to immigrant and refugee victims (International Institute of Boston), police station based victim services (Framingham), and most recently, a new program to place advocates for battered women in community health clinics.

Civil Court Advocacy Civil court advocacy for women seeking protection from abuse is a central component of an effective and comprehensive response to violence against women. Many victims of violence turn to the courts for protection before seeking assistance from battered women's programs, sexual assault agencies or other community organizations. Oftentimes, they use the civil courts as an alternative or in addition to the criminal court systems. Civil court advocacy is needed to insure that women obtain court orders that are appropriate to meet their needs and the needs of their children for safety and security and that they are able to access all of the services they may need including shelter, counseling and support services, medical assistance and legal services.

Court Guide As part of a research initiative, the Massachusetts Office of Victim Assistance published A Guide to Domestic Violence Court Advocacy in Massachusetts (1993) which revealed that two-thirds of the State's district, superior and probate courts were without domestic violence court advocacy for victims of abuse. In response to the need, a specialized training manual was developed by the Massachusetts Office of Victim Assistance Domestic Violence Project. The training program and certification process for the civil domestic violence advocates are now in operation.

A subcommittee of the Governor's Commission has developed "SAFEPLAN Massachusetts" to meet the needs of victims of violence for skilled advocates in all of the Commonwealth's district and probate and family courts. The Massachusetts Office of Victim Assistance has been designated as the administering agency for SAFEPLAN and to date, state funding for the program has been obtained to initiate SAFEPLAN as a pilot project in the Hampshire Probate and Family Court and the Northampton and Ware District Courts. The goal is for SAFEPLAN to be a statewide program within the next year.

Human Rights Peace at Home, Inc., is a human rights agency dedicated to providing education and intervention programs addressing domestic violence as a violation of fundamental human rights. Peace at Home, Inc. was

first organized as a volunteer task force of legal and community activists, called Battered Women Fighting Back!, to conduct intensive advocacy on behalf of the "Framingham Eight" - a group of women formerly imprisoned in MCI Framingham for defending their lives against their batterers. Institutionalized in 1992 as a 501(c)(3) nonprofit, Peace at Home, Inc., has found a unique niche as the only organization in the country devoted to educational outreach on the nexus of human rights and domestic violence issues. Underscoring all of its work is the belief that, given the tools and information, everyone can help put a stop to domestic violence in this country and establish a standard for human rights for all people - at home and abroad.

Prison Population

The agency's educational materials have been nationally recognized with a 1994 Academy Award for the best documentary short subject, "Defending Our Lives" and their new human rights handbook Domestic Violence: The Facts, of which over 200,000 have been printed nationally. Peace at Home has developed a local partnership with the Suffolk County Sheriff's Department to pilot a Domestic Violence Advocacy Program for the local women prisoner population, a majority of whom have significant histories of physical and sexual abuse, both as adults and children. Since 1991, Peace at Home, Inc. has published annual reports as a *Domestic Violence: A Human Rights Report* cataloguing the staggering number of women children and family members murdered every year by husbands, boyfriends or lovers in Massachusetts. In September 1995 Peace at Home will be presenting its work along with women's groups from every region of the world at the NGO Forum for the Fourth U.N. World Conference on the Status of Women in Beijing, China.

Elderly & Physically Disabled

A recent Boston Globe article (August 20, 1995) reported that the problem of elder abuse is one of the most unrecognized and under-reported crimes occurring nationwide. Nonetheless, the state of Massachusetts Office of Elder Affairs investigated 3,848 cases of suspected abuse or neglect in fiscal year 1994 alone. Nationwide, social service agencies and police received 241,000 reports of suspected elder abuse. To address this challenge over the past two years the Attorney General's Office, the Governor, and Massachusetts

Legislature have proposed various measures that would make it easier to detect, prosecute, and punish abusive caretakers and con-artists. One such measure is a bill recently passed unanimously by the Massachusetts House that would make assault and battery, abuse, neglect, or financial exploitation of elderly or disabled people felonies drawing up to 10 years in prison and \$10,000 in fines.

Law Enforcement Training

At the same time, since 1992, the Attorney General's Office has conducted a specialized training of law enforcement in elder abuse detection. The comprehensive trainings have reached all police departments statewide and proved to be invaluable to law enforcement professionals, many of whom requested the training due to the increase in elder abuse incidents. In addition, an elder abuse manual was distributed to all departments and elder abuse training was incorporated into the recruit curriculum of the Massachusetts Criminal Justice Training Council.

Underserved Populations

Native Americans

An exciting development brought about by the VAWA initiative is the inclusion of Native American representatives of the MASHPEE, MASSACHUSETTS TRIBE OF THE WAMPANOAG NATION on the VAWA Task Force. This is the first time the clan mothers of the tribe have been requested to join a state sponsored effort to address domestic violence and sexual assault within their community. Issues relating to their relationship with local law enforcement and the courts, as well as victim advocacy are now being discussed. Meetings of the Massachusetts State Police, the Mashpee Police Department, the Executive Office of Public Safety and the clan mothers recently took place in Mashpee, Massachusetts to discuss the future collaboration.

Immigrants & Refugee

Asian

In meeting the needs of immigrant and refugee women, the ASIAN SHELTER AND ADVOCACY PROJECT was founded in Massachusetts in September 1994, as the only battered women's shelter program with linguistically and culturally appropriate resources that serves battered Asian families in New England. Since the opening of the shelter it has served 185 women and children and received over 4,000 calls from people seeking information. The program's culturally competent, comprehensive stabilization services include a 24 hour multi-lingual crisis hotline, shelter and advocacy services, children's program, survival skills classes, ESL classes, parenting courses, support groups, and legal and housing advocacy.

Hispanic Victims

LATINOS UNITED AGAINST DOMESTIC VIOLENCE is a newly formed group that is beginning to identify gaps in violence prevention and support services for Latinos in Massachusetts. The group meets once a month in Boston. A battered women's program, state employees, Office for Refugees & Immigrants, and batterer's intervention programs are all represented at the collaborative networking meetings.

While many programs have bi-lingual advocates, Casa Myrna Vazquez, in Boston offers all services in Spanish. Additionally, they operate an 18-month transitional housing program for battered pregnant and parenting teens.

GOAL & OBJECTIVES

The program goal is to prevent future incidents of crimes against

women and improve victim's service delivery through a coordinated community and criminal justice response with special attention to underserved populations by meeting the following objectives:

- To establish civil court advocates for victims of domestic violence and sexual assault in all 69 district courts, the Boston Municipal Court, (14 superior courts), and 14 probate and family courts in Massachusetts.
- To strengthen sexual assault victim services in the Commonwealth by utilizing Rape Crisis Programs to provide statewide training, technical assistance and consultation to member groups and state agencies.
- To develop integrated, multi-disciplinary community response models on a state and local level.

The models would especially focus on the integration of refugee populations into criminal justice victims service programs.

PRIORITY PROGRAM & RESOURCE NEEDS - 1995 VAWA FUNDS

The Massachusetts VAWA Task Force has targeted two priority programs recommendations as follows:

1. The creation of a foundation for statewide civil court advocacy for victims of domestic violence and sexual assault to be delivered by victim service programs.
2. The strengthening of the Commonwealth's sexual assault victim services programs by funding efforts that provide statewide training, technical assistance and consultation to victim services programs, their member groups and state agencies.

COORDINATION OF EFFORTS & INTEGRATED COMMUNITY SYSTEMS APPROACH

Governor's Commission

As mentioned earlier in this proposal, the Governor's Commission serves as an integral force in the coordination of efforts. Victims representatives from the Massachusetts Coalition of Battered Women's Service Groups, the Massachusetts Office of Victim Assistance, the Massachusetts Medical Association, the Asian Task Force Against Domestic Violence, and the human rights organization Peace at Home, Inc. serve as standing members on the Commission. They perform a critical role by providing information on victims issues to all the members of the Commission. The integrated approach of this grass-roots perspective as community based service providers, is key to the Commission's policy and program implementation effort. This collaboration has grown steadily in the past few years with all members recognizing the collaborative value of the partnership.

Roundtables

On a local level, throughout the state, over 20 coordinating councils or roundtables have been established to bring together court personnel, law enforcement, victim advocates and community based providers. The goal is to develop short and long-term action plans, as part of a coordinated community effort to address violence against women issues. The nationally recognized Quincy, Massachusetts Court Model established one of the first roundtables in the country. This program has served as a model for roundtables in Massachusetts such as the Dorchester District Court Roundtable and the Weed and Seed based City of Chelsea Roundtable. The roundtables are a key component of individual communities improved response to this epidemic of violence.

Human Services Regional Efforts

In 1994, the Massachusetts Department of Social Services funded four REGIONAL LEGAL ADVOCATE COORDINATORS. Their role was to develop needed collaboratives and strengthen existing efforts to respond to victims of violence. On a regional basis, they coordinated local domestic violence roundtables, and facilitated improved

cooperation among police departments, district attorney's offices, battered women's programs, local legal services and law school clinical programs, and child protective agencies (both public and private). As general facilitators of these partnerships they provide a critical management component to a statewide effort.

Attorneys

The DOMESTIC VIOLENCE COUNCIL is a collaborative effort among attorneys (public & private) to address violence against women issues. This 90 member group meets regularly to address the various legal issues which face battered women as they access the legal system. Many prominent law firms, legal services programs, law schools, battered women's programs, private practitioners and prosecutors are represented on the Council.

Immigrant & Refugee Populations

A model collaborative effort has emerged in the Asian community which provides many services to ASIAN SHELTER AND ADVOCACY PROJECT's clients, ranging from immigrant/refugee assistance to job training programs. In addition, a formal collaboration with an area health center provides mental health counseling to both residents and non-residents. Other organizations with whom the Asian Shelter and Advocacy Project works closely are Greater Boston Legal Services, the International Institute of Boston, the Asian American Civic Association and Neponset Health Center, One With One and other shelter programs in the Boston area. They ensure that Asian families statewide receive the full range of services necessary to help them rebuild new lives free from violence. The Task Force and the Asian Shelter and Advocacy Project are also reaching out to the new communities of South Asian and Korean refugees.

Latinos United & Weed & Seed

In the Hispanic community in Chelsea, Massachusetts, the Weed & Seed Program Manager is working with Latinos United Against Domestic Violence and the Domestic Violence Roundtable. The collaboration will help to ensure effective utilization of community resources and at the same time help to address gaps in the system as they relate to victims of domestic violence and sexual assault in surrounding municipalities.

EVALUATION

Statistical Analysis
Center

The Statistical Analysis Center (SAC) within the Executive Office of Public Safety's Programs Division will provide technical assistance for evaluation design and data analysis for victims programs funded under the 1995 STOP VAWA Formula Grant Program. The SAC will continue their work with the VAWA Task Force by developing the criteria for the evaluation component of each subgrant applicant, reviewing proposals submitted, and consulting with recipients of the funding to tailor appropriate evaluation designs. The assessment component will document the process of how goals and objectives are achieved, measure actual versus intended outcomes of the programs and deviations from planned achievements, identify unintended consequences, and provide information useful in data analysis, policy implications and program replication.

Collaboration with
N.I.J.

In addition to assisting in the evaluation process and the analysis of data produced by VAWA funding recipients, the SAC will provide support for the collaboration of VAWA programs and the research and evaluation initiatives conducted by the National Institute of Justice (NIJ) and other related research organizations. Thus, not only will each VAWA subgrant recipient cooperate with NIJ and related research and evaluation efforts, but the SAC will assist in the facilitation of that process for Massachusetts.

CURRENT EFFORTS

Statewide Policy

In 1991, the Massachusetts Executive Office of Public Safety in collaboration with the Massachusetts Chiefs of Police Association and the Governor's Domestic Violence Task Force promulgated the Statewide Policy for Law Enforcement Response to Domestic Violence. This innovative policy was endorsed and implemented by all 350 police departments in the Commonwealth and set the standard for Massachusetts law enforcement response to domestic violence incidents. As part of the program over 30,000 domestic violence policy handbooks were distributed to every law enforcement officer in the state for officers use in responding to domestic violence incidents.

Uniform Standards

Since that time every effort has been made to ensure that the policy is not only adhered to but also approached with a proactive intent to ensure that victims of domestic violence are protected to the fullest extent. In June of this year, the guidelines were revised in the Massachusetts' Uniform Law Enforcement and Prosecution Standards developed by the Commission. These draft guidelines were subsequently mailed to all police departments for review before final endorsement by the Commission.

Community Policing

An area of critical interest that law enforcement is currently addressing is the role of community policing in domestic violence prevention. In 1994-1995 the Massachusetts State Legislature funded 169 community policing programs. Among these programs were two innovative domestic violence related initiatives implemented by police departments in the towns of Uxbridge and Provincetown. At the same time, federal Byrne grant community policing monies funded domestic violence programs in the Cambridge and Framingham Police Departments. A further development is the proposed plan for the development of a comprehensive recruit training curriculum by the Massachusetts Criminal Justice Training Council. The curriculum will include training information on community policing domestic violence response with significant input on victims issues from victim service providers.

LAW ENFORCEMENT

Current Efforts

In-Service Resources

In Massachusetts and nationwide, funds required by police departments to replace officers engaged in training continue to be a concern for departments. As stipulated by the General Laws of Massachusetts all police recruits are mandated to receive eight hours of domestic violence training and 40 hours of sexual assault investigator training as part of the core police training curriculum. However, one of the challenges departments face is to ensure that officers receive ongoing critical in-service trainings in these areas and at the same time provide the funds to ensure it.

Data Collection

Domestic violence data collection and analysis is expanding with many police departments now establishing computerized systems for data collection. However a critical gap exists in the need for a centralized system of domestic violence and sexual assault data collection and analysis including the promotion of a standardized statewide reporting form and improvement of warrant tracking and enforcement capability. As stated in the law enforcement 1995 priority program and resource needs section of this strategy, the 1995 VAWA Task Force has targeted this gap as the number one resource need recommended for funding by the 1995 VAWA law enforcement funds. Upon approval, the Massachusetts Criminal History Systems Board is the state agency that will direct the development of this system.

National Incident Based Reporting System (NIBRS)

In addition, funding expected from the National Criminal History Improvement Program (NCHIP) will provide the means to link the Criminal Reporting Unit at the State Police into the Massachusetts Criminal History Systems Board (CHSB) network. At present, over ninety communities in the Commonwealth report capacity to submit National Incident Based Reporting System (NIBRS) data, representing approximately 24 percent of the State's population. Massachusetts is the ninth state in the nation to be NIBRS certified by the Federal Bureau of Investigation. By the end of 1995, with Byrne's System Improvement grant funding, over 100 communities are expected to report NIBRS, representing over half the state's population. Though over eighty percent of the population is represented [*less than most of the other major states*] by Uniform Crime

Report (UCR) data, the information collected is insufficient due to the lack of detail on victims and the offender/victim relationship. NIBRS not only improves the identification collection of data on offenses against women, children, the elderly, and the disabled, but it is an automated system, which can readily interface with other computerized networks.

With a centralized comprehensive system in place an accurate accounting of the extent of domestic violence and sexual assault in Massachusetts will be analyzed and assessed. This data collection and analysis will further enhance the state's efforts to evaluate future law enforcement efforts to address domestic violence and sexual assault incidents. It could also be used to allocate resources, target problem areas and high risk populations and implement effective prevention and intervention programs.

GOAL & OBJECTIVES

The program goal is to prevent future incidents of crimes against women and improve service delivery through a comprehensive and coordinated law enforcement community systems response to domestic violence and sexual assault cases by meeting the following objectives:

- The establishment of a centralized system of data collection and analysis for domestic violence and sexual assault incidents.
- The implementation and monitoring of the recently revised Uniform Standards of Law Enforcement.
- Inclusion in the proposed statewide law enforcement recruit curriculum of domestic violence and sexual assault community policing training material.

LAW ENFORCEMENT

*Priority Program & Resource Needs
& Coordination of Effort*

PRIORITY PROGRAM & RESOURCE NEEDS - VAWA FY 95 FUNDS

The Massachusetts VAWA Task Force has targeted three critical priority program recommendations as follows:

- 1) A centralized system of data collection including development and promotion of a standardized statewide reporting form and improvement of warrant tracking and enforcement capability.
- 2) Specialized training of law enforcement officers (including parole), supervisors and command staff on domestic violence incident report writing, evidence collection, and warrant enforcement.
- 3) Training on domestic violence and sexual assault for victims and relevant community professionals by law enforcement through community policing outreach programs.

COORDINATION OF EFFORTS & INTEGRATED COMMUNITY SYSTEMS APPROACH

Governor's
Commission
& Newsletter

The Governor's Commission on Domestic Violence will play an ongoing role in providing a forum for discussion and networking on violence against women law enforcement issues. Each edition of the Commission's statewide domestic violence newsletter *FORUM* includes information on and for law enforcement regarding domestic violence and sexual assault issues. This newsletter reaches all 350 police departments in the state and hundreds of other domestic violence professionals and includes as its contributors numerous law enforcement professionals working together to disseminate domestic

LAW ENFORCEMENT

Coordination of Efforts & Evaluation

violence / sexual assault information to other areas of government and victims service providers.

Community Policing

The New England Community Policing Crime Prevention Partnership (NECP2) a non profit membership organization facilitates regional cooperation between law enforcement and government agencies. The partnership focuses on regional and state technical assistance and training. Recently at their annual four day Regional Conference at St. Anselm's College in Vermont, domestic violence and sexual assault advocates conducted a training seminar for community policing officers. This will be an established seminar at each annual conference.

State Police

In addition, the Massachusetts State Police Domestic Violence Prevention Section is currently working closely with local law enforcement statewide to provide ongoing teaching and technical assistance in domestic violence and sexual assault prevention to schools and local police departments. The unit, a winner of the Governor's Manuel Carballo Award for Excellence in Public Service conducts lectures with a special focus on teen dating violence.

Attorney General

Since 1990 the Office of the Attorney General in collaboration with the Massachusetts Chiefs of Police Association has conducted an annual domestic violence law enforcement training for hundreds of law enforcement professionals. The trainings bring together police and prosecutors to provide a forum for discussion of collaborative efforts.

EVALUATION

Statistical Analysis Center

The Statistical Analysis Center (SAC) within the Executive Office of Public Safety's Programs Division will provide technical assistance for evaluation design and data analysis regarding law enforcement programs funded under the 1995 STOP VAWA Formula Grant Program. The SAC will continue their work with the VAWA Task

Force by developing the criteria for the evaluation component of each subgrant applicant, reviewing proposals submitted, and consulting with recipients of the funding to tailor appropriate evaluation designs. The assessment component will document the process of how goals and objectives are achieved, measure actual versus intended outcomes of the programs and deviations from planned achievements, identify unintended consequences, and provide information useful in data analysis, policy implications and program replication.

Collaboration with N.I.J.

In addition to assisting in the evaluation process and the analysis of data produced by VAWA funding recipients, the SAC will provide support for the collaboration of VAWA programs and the research and evaluation initiatives conducted by the National Institute of Justice (NIJ) and other related research organizations. Thus, not only will each VAWA subgrant recipient cooperate with NIJ and related research and evaluation efforts, but the SAC will assist in the facilitation of that process for Massachusetts.

CURRENT EFFORTS

District Attorneys

There are 11 district attorneys in Massachusetts representing 13 counties. As elected officials they administer independent agencies within the Executive Branch of state government. Along with the Attorney General they have broad discretion in prosecuting domestic violence / sexual assault cases. A recent study indicates that prosecutors in the states largest counties outside of Boston are successfully prosecuting 66% of domestic violence and sexual assault cases. (Boston Globe, September 25, 1995).

Domestic Violence Units

In 1990, the Massachusetts Legislature appropriated \$150,000 to each District Attorney's Office to establish a domestic violence unit, to include specialized domestic violence advocates and prosecutors. At the same time, within many of the 69 Massachusetts district courts, over 150 general victim witness advocates aid prosecution efforts providing court advocacy assistance to victims of domestic violence and sexual assault, and other prosecutable offenses. In the counties where individual domestic violence and sexual assault victim advocates exist, they provide specialized services to victims. However, these are not in place throughout the state and critical gaps exist. A study by the Massachusetts Office of Victim Assistance revealed that in 1992, two-thirds of the state's district, superior and probate courts were without specialized domestic violence and sexual assault court advocacy. The establishment of specialized domestic violence and sexual assault bureaus within each court's jurisdiction would greatly aid in offender prosecution and victim assistance. They would serve to promote a more standard, efficient and effective administration of justice in these cases.

Specialized Advocates

Quincy Court Model

We would be remiss if we did not note that Massachusetts is proud to be the birthplace of the nationally recognized "Quincy Court Domestic Abuse Program" (Appendix H) which serves as a national model for collaboration among district attorneys, law enforcement, victim advocates and service providers in serving the needs of domestic violence and sexual assault victims. The Norfolk County District Attorney established this program in the City of Quincy, in 1978. Since the inception of the program, no domestic violence homicides

PROSECUTION

Current Efforts & Goal & Objectives

have occurred in the city. Additionally, thousands of domestic violence and sexual assault victims have accessed and received critical comprehensive services.

Roundtable

In an effort to broaden its scope, the Program also established the Quincy Court Family Violence Roundtable. This Roundtable serves as a coordinating council to address domestic violence and sexual assault issues. Further, the criminal justice professionals within the program are in demand nationwide to train and lecture on the implementation of the model.

Attorney General

Statewide, the Office of the Attorney General has established a Family and Community Crimes Bureau. Within this Bureau an assistant attorney general has been appointed to handle domestic violence and sexual assault cases exclusively. The office routinely conducts specialized trainings and conferences in domestic violence and sexual assault for law enforcement and district attorneys.

Uniform Prosecution Standards

Lastly, as noted earlier in the strategy, the Governor's Commission on Domestic Violence recently drafted Uniform Prosecution and (revised) Law Enforcement Standards. The standards will serve as a guide for prosecutors to promote uniform handling of domestic violence and sexual assault cases.

GOAL & OBJECTIVES

The program goal is to prevent further crimes against women and improve service delivery through a coordinated and well trained prosecution and community response (with special attention to underserved populations). To achieve this goal, the program has the following objectives:

- To develop and implement specialized training of prosecutors in cases of prosecution without the victim.

PROSECUTION

Goal & Objectives & Priority Program & Resource Needs

- To develop a prosecutors Case Practice Manual for domestic violence and sexual assault.
- To establish and/or enhance domestic violence and sexual assault specialized units within all district attorneys offices.
- To conduct a comprehensive annual statewide or bi-annual regional training program for prosecutors, police and community program personnel, which emphasizes a multi-disciplinary focus.
- To develop a system for tracking of all domestic violence and sexual assault complaints from inception to disposition.

PRIORITY PROGRAM & RESOURCE NEEDS - 1995 VAWA FUNDS

The Massachusetts VAWA Task Force has targeted three critical priority program recommendations as follows:

1. Specialized training of prosecutors in cases of prosecution without the victim and development of prosecutors Case Practice Manuals for domestic violence and sexual assault.
2. Promotion and training of more effective and coordinated domestic violence and sexual assault Units within the district attorneys offices.
3. Development of standardized prosecution data collection and tracking mechanisms.

COORDINATION OF EFFORTS & INTEGRATED COMMUNITY SYSTEMS APPROACH

Commission

The Massachusetts District Attorney's Association is represented on the Governor's Commission on Domestic Violence. District Attorneys perform a key advisory role on the Commission and were the principal developers with law enforcement of the recently revised Uniform Prosecution and Law Enforcement Standards.

Statewide Conference

In 1994, a Statewide Domestic Violence Prosecutors and Advocates Training Conference was held planned by representatives of the district attorneys' offices, the Attorney General's Office and the Massachusetts Office of Victim Assistance. It is planned to hold the Conference annually. It will provide a critical role in the coordination and delivery of training of prosecution and victim witness professionals.

Roundtables

Assistant District Attorneys are also members of the more than twenty domestic violence roundtables conducted throughout Massachusetts. These community -based collaboratives provide a critical forum for domestic violence and sexual assault prosecution issues.

Rape Kits

The District Attorneys played a critical coordination role in the implementation of the Massachusetts Sexual Assault Evidence Collection Kit Program. Their expertise on the requirements of evidence collection for prosecution was an invaluable addition to the statewide planning effort. Presently the District Attorney's sexual assault specialized prosecutors continue to effectively utilize the rape kits for prosecution.

EVALUATION

Statistical Analysis Center

The Statistical Analysis Center (SAC) within the Executive Office of Public Safety's Programs Division will provide technical assistance

for evaluation design and data analysis regarding prosecution programs funded under the 1995 STOP VAWA Formula Grant Program. The SAC will continue their work with the VAWA Task Force by developing the criteria for the evaluation component of each subgrant applicant, reviewing proposals submitted, and consulting with recipients of the funding to tailor appropriate evaluation designs. The assessment component will document the process of how goals and objectives are achieved, measure actual versus intended outcomes of the programs and deviations from planned achievements, identify unintended consequences, and provide information useful in data analysis, policy implications and program replication.

Collaboration with N.I.J.

In addition to assisting in the evaluation process and the analysis of data produced by VAWA funding recipients, the SAC will provide support for the collaboration of VAWA programs and the research and evaluation initiatives conducted by the National Institute of Justice (NIJ) and other related research organizations. Thus, not only will each VAWA subgrant recipient cooperate with NIJ and related research and evaluation efforts, but the SAC will assist in the facilitation of that process for Massachusetts.

CURRENT EFFORTS

Trial Court

Probation Services

In Massachusetts the Office of the Commissioner of Probation is part of the Massachusetts Trial Court. In the area of domestic violence, increasingly, the role of probation officers in the lives of victims of domestic violence and sexual assault is becoming more critical. As a consequence of the aggressive police and prosecutorial response in Massachusetts, the largest challenge facing the state now is not only how to provide intensive supervision to handle the thousands of batterers on probation who have been identified, apprehended and found guilty of domestic violence but also at the same time, provide comprehensive outreach services to protect their vulnerable victims. In FY 1994 there were 46,265 restraining orders issued by the courts and 13,475 violations of restraining orders. It is estimated that thousands of victims are included in these statistics since oftentimes a single assault incident may include more than one victim. Unfortunately, many secondary victims of assault are the innocent child bystanders who studies indicate, have increased risk of future psychological and emotional problems as a direct result of witnessing domestic violence. Thus the role of the probation officer in helping to protect the lives of victims is increasingly becoming a critical component of victim services.

Emergency Judicial Response System

The Massachusetts Trial Court's primary function in regard to crimes against women is to adjudicate the tens of thousands of cases each year involving domestic violence and sexual assault. Assistance to victims during adjudication of such cases involves considerable court staff resources and frequently requires court reporters and interpreter services for linguistic minorities. Working with victims' services representatives, the Courts have developed a series of forms for use throughout the system for issuance of restraining orders to protect domestic violence victims from further abuse. The District Court has developed standards related to domestic violence cases throughout its locations which take into account victims' needs during this time of crisis. The Trial Court operates the Emergency Judicial Response System, whereby judges are on call every night and all day during holidays and weekends throughout the year to respond to emergencies, including victims' requests for domestic violence restraining orders at

COURTS, PROBATION, & PAROLE

Current Efforts

critical times when the court is not in session. The volume of calls to the System, which began eleven years ago, has grown from 323 to 15,496 in fiscal year 1995, of which more than ninety-five percent currently involve domestic violence.

Separate Waiting Areas

Some critical gaps identified in the system are the need for separate and secure court waiting areas for domestic violence and sexual assault victims, and the need for an instructional video on the restraining order court process translated into various languages for linguistic and cultural minorities. In addition, increasingly underserved cultural minorities are accessing the court system and court resources need to be increased to meet their needs. A recent article in the Boston Globe (August 19, 1995) reported that the State Senate is conducting a study of the State's interpreter services to determine whether the courts provide adequate services to linguistically underserved populations.

Parole

The Massachusetts Parole Board established a Victims Services Unit in 1987. The advocates in the unit assist domestic violence and sexual assault victims of parolees to obtain criminal justice information and provide referrals to victims for appropriate services. In addition, parole officers and advocates also directly assist victims in obtaining information on the status of offenders from the Criminal Offender Records Information System. In 1993 domestic violence and sexual assault policy and procedure protocols were promulgated and used for specialized training of officers. The protocols included the use of a separate domestic violence reporting form for parole officers to report instances of abuse. A gap identified by parole is the need for a specialized domestic violence / sexual assault advocate in the victim services unit who would be responsible for handling domestic violence and sexual assault cases exclusively, similar to specialized advocates in the courts. Presently, thousands of requests for assistance from the unit are handled by generalist advocates. The addition of a specialized domestic violence / sexual assault advocate would ensure more effective support to victims.

COURTS, PROBATION, & PAROLE

*Goal & Objectives
& Priority Program & Resource Needs*

GOAL & OBJECTIVES

The program goal is to prevent future incidents of crimes against women by improving victim services in related civil and criminal processes, with special attention to underserved populations by meeting the following objectives:

- Expand existing cross-training programs involving probation, parole, court, and victim services.
- Develop and disseminate information to victims to assist them in filling out court forms to request protection and advise them of court procedures.
- Strengthen the ability of the Parole Board to address the needs of victims and survivors.
- Provide separate, secure waiting areas for victims during adjudication of related cases in court.

PRIORITY PROGRAM & RESOURCE NEEDS - VAWA FY 95 FUNDS

The Massachusetts VAWA Task Force has targeted four critical priority program recommendations as follows:

1. Improve collaboration between victim services and probation, parole, and trial court personnel by means of cross trainings.
2. Develop and produce an informational court videotape for victims of domestic violence (narrated in English and other languages) that would provide information on the restraining order application process and related court proceedings. This video would be utilized to

COURTS, PROBATION, & PAROLE

Priority Program & Resource Needs & Coordination of Efforts

supplement assistance provided by court staff and would be available to shelters, police departments, hospitals, etc.

3. Provide technical assistance to evaluate courthouse facilities to provide with sufficient resources separate secure waiting areas for victims of domestic violence and sexual assault. The secure areas would enhance victim safety during adjudication of related civil and criminal matters.
4. Establish a Domestic Violence Program within the Parole Board's Victim Services Unit. A specialized domestic violence advocate will provide outreach and services to domestic violence / sexual assault victims of parolees who are batterers.

COORDINATION OF EFFORTS & INTEGRATED COMMUNITY SYSTEMS APPROACH

Probation Central Registry

In September of 1992 the Massachusetts Probation Service implemented an automated Registry of Civil Restraining Orders the content of which is provided to judges, police, prosecutors, parole, sheriffs and the Corrections Department. The computerized system is updated every day so that current information regarding judicial orders intended to protect victims of domestic violence is accurate and available on a timely basis. The Registry of Civil Restraining Orders records almost 50,000 protective orders a year and has become a national model. Information on its structure and operation have been shared with many state and federal agencies.

Research

In addition, the Office of the Commissioner of Probation Research Department has developed a strong data base on the characteristics of batterers and the dangers they may pose to their victims. This data has been reported in collaboration with other institutions such as

COURTS, PROBATION, & PAROLE

Coordination of Efforts

Harvard University, and been provided to victim service advocates and their clients. This resource will be applied to further measure the success of efforts by Massachusetts under the VAWA grant process.

Cross Trainings

The Massachusetts Probation Service has taken a lead in the planning and implementation of "cross-training" workshops which engage probation officers in collaborative learning experiences with representatives of rape crisis centers, battered women programs, police departments, certified batterer programs and substance abuse treatment centers. Parole officers are also invited to attend these workshops. (Collaborative workshops already conducted have included Voices of Victim Survivors, Intensive Supervision for Batterers, Forging a Partnership Between Probation and Certified Batterer Programs, and Building Bridges Between probation and Survivors of Sexual Assault & Domestic Violence.)

The Trial Court's Judicial Institute has similarly developed training material and sessions for court staff and all judges in coordination with victim services representatives to strengthen the court's response to the needs of victims by developing strategies to assist victims in each court. This material has been used in training sessions throughout the state. Trainers include police officers, District Attorney's, batterers' intervention representatives, victim services representatives and the voices of victim survivors.

Resource Centers

The Trial Court has coordinated the Domestic Violence Resource Center project. Display racks, purchased predominantly by local bar associations and filled by court staff working with local victim service providers, have been placed in almost every Probate and Family Court and District Court in the Commonwealth.

Local News Media

Probation Departments in a number of courts, including Quincy, Lowell, Lawrence, South Boston, Marlboro and East Boston, have collaborated with local media to publish photographs of probation violators, including perpetrators of domestic violence and sexual assault, who fail to appear for revocation hearings. This effort to include the community in the arrest and apprehension of probation

violators has resulted in scores of phone calls to probation offices with reader "tips" on the whereabouts of offenders.

Roundtables

The Massachusetts Probation Service strongly supports the information-exchange and problem-solving opportunities available at domestic violence roundtables. Representatives of seventeen (17) local probation offices -- from Ayer District Court to Ware District Court and beyond, in addition to a number of judges and court staff -- currently participate in such roundtables.

EVALUATION

Statistical Analysis Center

The Statistical Analysis Center (SAC) within the Executive Office of Public Safety's Programs Division will provide technical assistance for evaluation design and data analysis regarding court, probation, and parole programs funded under the 1995 STOP VAWA Formula Grant Program. The SAC will continue their work with the VAWA Task Force by developing the criteria for the evaluation component of each subgrant applicant, reviewing proposals submitted, and consulting with recipients of the funding to tailor appropriate evaluation designs. The assessment component will document the process of how goals and objectives are achieved, measure actual versus intended outcomes of the programs and deviations from planned achievements, identify unintended consequences, and provide information useful in data analysis, policy implications and program replication.

Collaboration with N.I.J.

In addition to assisting in the evaluation process and the analysis of data produced by VAWA funding recipients, the SAC will provide support for the collaboration of VAWA programs and the research and evaluation initiatives conducted by the National Institute of Justice (NIJ) and other related research organizations. Thus, not only will each VAWA subgrant recipient cooperate with NIJ and related research and evaluation efforts, but the SAC will assist in the facilitation of that process for Massachusetts.

INNOVATIONS AND EMERGING ISSUES

In response to a request from the Violence Against Women Program Office for information on emerging issues and innovative programs on domestic violence and sexual assault, the following are brief notations on some new Massachusetts initiatives and ideas for future programs.

The inclusion of these program ideas in this document is not necessarily a predictor of future VAWA funding for the programs mentioned. However, the FY 1996 Massachusetts VAWA strategy may provide further information on and expansion on some of the following:

INNOVATIVE PROGRAMS

Intensive Probation & Parole Programs that include Victim Input

In Massachusetts most batterers in criminal cases are being placed on probation and increasingly probation officers communicate with victims as part of the supervision programs. There is a need for increased training programs for officers on collaboration efforts with victims. The Quincy, Massachusetts Probation Department is a model nationwide for intensive supervision of batterers. The program includes the publishing of offenders pictures in the local newspaper to solicit readers "tips" on the whereabouts of probation violators. It has been very successful with this community collaboration.

The Parole Board's authority to immediately return a parolee to custody before a new crime occurs allows it to intervene effectively in cases of domestic violence and sexual assault. There is need for programs of intensive parole supervision and surveillance. Specially trained parole officers will supervise this high risk population by maintaining constant contact with the victim to prevent any further abuse and thus protect the victim.

Visitation Centers

Increasingly communities are establishing community-based visitation centers for parents and children. A visitation center is the ideal mechanism to facilitate the safe exchange of children for visitation / or supervised visitation. An integrated effort among law enforcement,

INNOVATIONS AND EMERGING ISSUES

the courts, municipalities, and service providers is necessary to make this effort effective. One such successful model in Massachusetts is the Brockton Family and Community Resource Centers Visitation Center.

Corporate Partnerships

Private sector, corporate involvement in domestic violence and sexual assault issues is a welcome addition to violence prevention initiatives. The Polaroid Corporation in Massachusetts has promoted a proactive and collaborative approach to include domestic violence and sexual assault in its corporate human resource development effort. In addition, Polaroid is establishing a C.E.O. Partnership program with Massachusetts businesses in which sponsorships programs are encouraged between corporations and battered women shelters.

Legal Victim Advocates Within Health Facilities

An issue within the medical community is the need to provide legal advocacy and referral services to domestic violence and sexual assault victims who access medical care. Medical based legal victims advocates can provide that vital link between medical facilities and the court system. One such unprecedented program recently established (1995) is a collaborative of five inner city community health centers in the urban Boston Neighborhood of Dorchester, Massachusetts.

Spanish Hotline

Through a coordinated system of sharing bilingual counselors among 10 rape crisis center, a state wide hotline for Spanish speaking callers was recently implemented. Bilingual counselors from across the state share coverage of one hotline and provide crisis intervention to callers while referring to local services for ongoing work. This is an innovation which was developed to better utilize the resources available for Spanish speaking counselors. We are in the process of looking at how this model may be utilized for those who speak other languages and for ways to work with similar groups.

Sexual Assault Nurse Examiner programs (S.A.N.E.)

Through the Governor's Office and the Department of Public Health, a program is underway which will develop regional and hospital based

INNOVATIONS AND EMERGING ISSUES

a program is underway which will develop regional and hospital based S.A.N.E. units throughout the state. Initial work is underway to publicize this project, develop a protocol, develop a curriculum, and plan the first pilot training of nurses in the program.

AIDS/HIV issues related to sexual assault

Since many rape survivors have fears and issues related to AIDS/HIV, rape crisis centers are looking at ways to integrate sexual assault counseling and testing for HIV. One center has implemented an on site HIV testing program for sexual assault survivors.

Community Coalitions

Rape crisis centers are working to assist communities in forming coalitions around important issues facing communities. These issues include substance abuse, teen pregnancy, poverty, mental health, and youth issues. Innovations such as providing combined support groups and integrated services are beginning to be implemented as resources are available.

EMERGING ISSUES

Teen Dating Violence

A 1991 study by the American Nursing Association documented that pregnant and parenting teens were at the greatest risk for abuse in their relationships, and that teens in general experience tremendous abuse from their partners. There is a critical need for domestic violence prevention programs aimed specifically at teens.

Human Rights / Civil Rights Training Approach to Domestic Violence & Sexual Assault

The global issue of human and civil rights is now being addressed in relation to victims of domestic violence and sexual assault. In prosecution and teen education it is clear that a civil rights/human rights framework not only strengthens and broadens law enforcement's ability to prosecute - but also enables all young people to work toward upholding a human rights standard for everyone at home and abroad. Already the Massachusetts Attorney General's office has prosecuted a domestic violence case under Massachusetts civil rights law and this

INNOVATIONS AND EMERGING ISSUES

fall a team of young people from City Year will work with Peace at Home to implement domestic violence/human rights training workshops with their peers throughout Boston and community centers.

Community Policing

Training on domestic violence and sexual assault as part of community policing programs is critical to the national community policing effort. Increasingly Massachusetts communities such as Uxbridge, Quincy, Cambridge, and Framingham have experienced reductions in domestic violence homicide rates as a result of aggressive and pro-active community policing efforts.

Underserved Populations - Native American, Refugee and Gay/Lesbian Populations

Cultural sensitivity training and proactive outreach of law enforcement and court personnel on domestic violence and sexual assault issues as they relate to underserved populations is necessary. With the increase of these populations, prevention efforts must include education on diversity.

Integrated Response Systems

Development of integrated response systems for adult and child victims of domestic violence and sexual assault, with special attention given to programs on children who witness domestic violence as a form of abuse.

Maintaining Confidentiality for Sexual Assault Victims

Rape crisis centers are responding to court orders from defense attorneys for access to confidential records of survivors. Several court cases have occurred including a full appeal to the Supreme Judicial Court. This issue is currently unresolved and rape crisis centers are looking for ways to maintain confidentiality within the context of recent court rulings and decisions.

Defendant Briefing Sessions

In an effort to promote the safety of victims in restraining order cases, several courts have implemented briefing sessions with defendants.

INNOVATIONS AND EMERGING ISSUES

Probation officers review with defendants the details of the protective order to ensure that they fully understand all aspects of the orders, including prohibition against contact of any kind with the victims, the penalties for violation thereof, and all related matters.

MASSACHUSETTS
S.T.O.P. VIOLENCE AGAINST WOMEN
PROGRAM BUDGET

PROGRAM GROUP	FEDERAL	STATE\LOCAL	TOTAL
Victim Services (non profit)	140,024	N/A	140,024
Courts, Probation, Parole	50,000	12,500	62,500
Prosecution	95,012	23,753	118,765
Law Enforcement	95,012	23,753	118,765
Administration	21,318		
Planning	25,000	N/A	46,318
Total All Areas	426,366	60,006	486,372

**FY 95 S.T.O.P. VAWA PROGRAM PURPOSE AREAS
FEDERAL FUNDS BUDGET**

CATEGORY	VICTIM SERVICES (non profit)	PROBATION, PAROLE, & COURTS	PROSECUTION	LAW ENFORCEMENT	ADMINISTRATION & PLANNING	TOTAL
Training Law Enforcement/ Prosecutors						
Expanding Specialized Units of Law Enforcement/ Prosecution						
Implementing Police\Prosecutor Policies						
Developing, installing, or expanding data collection				95,012		
Victim Services						
Stalking						
Indian Tribes						
Administration					21,318	
Planning					25,000	
Total	140,024	50,000	95,012	95,012	46,318	426,366

The remaining purpose area funds will be determined after award of grants.

EXECUTIVE OFFICE OF PUBLIC SAFETY PROGRAMS DIVISION

The Executive Office of Public Safety Programs Division, formerly the Massachusetts Committee on Criminal Justice, will be responsible for the program development, program implementation and administration of funds under the S.T.O.P. VAWA initiative. This organization is responsible for the administration and dissemination of most public safety grant programs for the Commonwealth of Massachusetts.

The Programs Division has extensive program development, program monitoring and financial expertise, and research and evaluative capabilities. The S.T.O.P. VAWA program will be incorporated into this structure which utilizes generic monitoring (auditing) evaluating resources in tandem with specialty fields such as violence against women. Since 1986, the Division has administered the federal Byrne Formula Grant Program which has funded a number of domestic violence and sexual assault programs.

The Secretary of the Executive Office of Public Safety is responsible for over \$1.0 billion of law enforcement resources and programs within the Commonwealth. The Programs Division is a critical component of the organization in that it serves as the conduit for all public safety/law enforcement programs and initiatives.

1995 MASSACHUSETTS STOP VAWA PROGRAM IMPLEMENTATION TIMELINE

(Tentative)

VAWA Task Force Convenes	- June 22, 1995
Submission of Statistical Data from VAWA Task Force to EOPS	- June 30, 1995
Domestic Violence Commission Meeting	- July 13, 1995
VAWA Task Force Meeting	- July 17, 1995
VAWA Conference, Washington, DC	- July 27 - 29, 1995
VAWA Task Force Meeting	- August 8, 1995
First Draft of VAWA Strategy to EOPS	- August 21, 1995
First Draft of VAWA Strategy submitted to VAWA Task Force Members for Review	- August 29, 1995
Comments from Task Force to EOPS due	- September 5, 1995
Draft of Strategy submitted to Lt. Governor's Office	- September 7, 1995
VAWA Strategy submitted to D.V. Commission Members	- September 13, 1995
Final Comments on Strategy submitted from Commission Members to Executive Office of Public Safety	- September 18, 1995
Domestic Violence Commission Meeting	- September 19, 1995

1995 STOP VAWA GRANT TIMELINE

(Tentative)

VAWA Strategy submitted to Department of Justice	- September 29, 1995
Subgrant Application Planning Process (R.F.P. Development)	-October 1995 (<i>pending approval VAWA Strategy from DOJ</i>)
VAWA Grant Applications distributed	- November 1, 1995
VAWA Applications deadline	- November 30, 1995
VAWA Grant Review Process	- December 1 - 18, 1995
VAWA Awards	- December 20, 1995
VAWA Grant Implementation Period	- January 1996 - June 1997

Timelines for the Implementation of individual grant programs will be submitted to the VAWA Office upon determination of grant awards.

1995
MASSACHUSETTS VAWA TASK FORCE

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MA Coalition of Rape Crisis Svs.

1995 GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE

Lt. Governor A. Paul Cellucci, Chair

David Adams, EMERGE

Dr. Elaine J. Alpert, Boston University School of Medicine

Valenda Applegarth, MA Domestic Violence Council

William Baker, Commissioner, Department of Public Safety

The Honorable Charles Black, Quincy District Court

Jacquelynne Bowman, MA Law Reform Institute

Sarah Buel, Assistant District Attorney, Norfolk District Attorney's Office

Dr. William E. Callahan, MA Medical Society

Donald Cochran, Commissioner, Department of Probation

Chief Paul Doherty, Executive Director, MA Chiefs of Police Association

David S. Douglas, Co-Founder, Common Purpose, Inc.

The Honorable Hasty Evans, Representative

The Honorable Thomas Finneran, Representative

Lois Frankel, Administrative Office of the Trial Court

The Honorable Ann Gibbons, Ware District Court

James Hardeman, Employee Assistance Program Manager, Polaroid Corporation

Colonel Charles Henderson, Department of State Police

The Honorable Lucile Hicks, Senator

Sheila Hubbard, Chair, Parole Board

Dr. Nancy Isaac, Research Associate, Harvard School of Public Health

Chief Paul Johnson, Harvard University Campus Police

1995 GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE (cont.)

Diane Juliar, Assistant Attorney General, Office of the Attorney General

Stacey Kabat, Executive Director, Peace at Home, Inc.

Judith Lennett, MA Coalition Battered Women Service Groups

Joanne Montouris, Esquire

Thomas Moriarty, Jr., Registrar, Probate & Family Court

David Mulligan, Commissioner, Department of Public Health

Annie Lewis-O'Connor N.P., Neponset Health Center

Mary Padula, Secretary, Executive Office of Communities & Development

Kathleen M. O'Toole, Secretary, Executive Office of Public Safety

Lynne G. Reed, Executive Director, Administrative Office of the Trial Court

Thomas Reilly, District Attorney, Middlesex County District Attorney's Office

Michael J. Sentance, Secretary, Executive Office of Education

Joan Stiles, Executive Director, Governor's Commission on Domestic Violence

Cheng Imm Tan, Asian Task Force Against Domestic Violence

Joanne Thompson, Department of Industrial Accidents

Heidi Unich, Executive Director, MA Office of Victim Assistance

The Honorable Patricia Walrath, Representative

Gerald Whitburn, Secretary, Executive Office of Health & Human Services

The Honorable Lewis Whitman

Pamela Whitney, Domestic Violence Project Manager, Department of Social Services

APPENDIX A



Monday, July 31, 1995

City 5

Home health care

plem
HMOs

increasing frequency since HMOs began a push to enroll Medicare recipients last year.

But with the country spending \$180 billion this year on Medicare, the HMOs say they are saving money, giving recipients all the benefits they are entitled to, and in some cases preventing abuses that cost taxpayers money.

Medicare covers home health care visits if a patient can't leave home and needs treatment. Under the traditional Medicare system, which covers most recipients, the patient's private

Please see HMO — Page 15

Abuse 'startling' in Mass.

1 restraining order issued every 10 min

By Jonathan Yenkin
Associated Press

BOSTON — In the past three years, Massachusetts courts have issued more than 130,000 restraining orders against people accused of abusing a spouse, a child, a parent or someone else living with them.

The numbers — translating to an average of one restraining order almost every 10 minutes — begin to show just how widespread domestic abuse is in Massachusetts.

Domestic violence has long been considered a hidden problem that is difficult to measure. But in September 1992, the state commissioner of probation created a registry of restraining orders from courts across the state, and so far about 137,000 have been issued.

Experts in domestic violence call the numbers startling, although they say the figures probably don't reflect the full extent of the problem because some battered women are scared to take action against their abusers.

Also, while an occasional allegation of abuse is disproven in court, many of the restraining orders are issued against people who have past records of violence, indicating the pattern of abuse may not start at home.

"These were probably barroom brawlers at some point and started losing the fight, so they started

looking for more vulnerable," said Donald Cochran, the state commissioner of probation.

A study of restraining orders were issued through September found 70 percent of the defendants had criminal records and nearly half had records of violent behavior.

Heidi Ulrich, executive director of the Massachusetts Office for Women, said the finding change the way many people think about domestic violence.

Ulrich said there has been a kind of assumption that violence in the family is not real violence, it's just a family matter. "We blame the female for provoking it," she said.

"This suggests it's not the relationship that makes (battered women) violent, but they come into the relationship with that trait," she said.

Statistics also show:

- The typical person accused of domestic violence is a man between 20 and 30 years old.

- Hot weather apparently increases the number of restraining orders issued, as restraining orders tend to peak in the summer.

In 1994, courts issued 46,000 restraining orders, which can set certain conditions to keep defendants from abusing or having contact with the people accused of abuse.

Restraining orders tend



Restraining order issued every 10 minutes

■ ORDERS

Continued from Page 1

heaviest in urban courts, such as those in Boston, Springfield, Lowell, Worcester and Quincy.

While domestic violence cuts across all socio-economic lines, experts say people without much money may depend more on the courts to help them.

Middle- and lower-income people "often rely on restraining orders as a main tool to keep a batterer away, because they do not have the funds to relocate," said Cathy Greene, director of the Jane Doe Safety Fund, a fund-raising arm of the Massachusetts Coalition of Battered Women Services.

For people who are frightened to go to court to get a restraining order, the state is trying to make the process easier.

The Office of Victim Assistance will begin a pilot project in Hampshire County later this year, providing an advocate to guide people through court and help them plan for their own safety, Ulrich said.

Restraining orders

Associated Press

Restraining orders issued in local courts in 1984:

Dedham District Court	298
Hingham District Court	469
Plymouth District Court	625
Quincy District Court	1,511
Stoughton District Court	218
Norfolk Probate Court	706
Plymouth Probate Court	1,202

"When a woman goes public for the first time and seeks to have a man removed, some of the most horrible acts of violence occur then," she said.

APPENDIX B

**1994 EXECUTIVE OFFICE OF PUBLIC SAFETY
MASSACHUSETTS LAW ENFORCEMENT SURVEY
Areas of Greatest Need**

In September 1994, the Massachusetts Committee on Criminal Justice surveyed forty police departments, drug and crime problems. Surveys were distributed based on two factors: population and geographic area. The eight largest cities were selected, each with populations exceeding 90,000. In order to represent a cross section of the remaining cities, suburban, and rural areas, a random sample was taken to select three communities from each county. The response rate was 85 percent. The forty communities were police departments responded to the survey represent 33 percent of the state's total population.

CRIME PROBLEMS - CHART A	LOW LEVEL	HIGH LEVEL	*RANK
	ALMOST NO PROBLEM TO MINOR PROBLEM	MODERATE PROBLEM TO SERIOUS PROBLEM	
Domestic Violence	3% (1)	97% (38)	1
Drug Use	8% (3)	92% (37)	2
Burglary and other property crime	13% (5)	87% (35)	3
Residential Drug Dealing	28% (11)	72% (28)	4
Social Disorder (loitering youth, public drunkenness, etc.)	33% (13)	67% (27)	5
Fear of Crime and Drug Related Violence	38% (15)	62% (25)	6
Violent Crimes (homicide, rape, aggravated assault)	50% (20)	50% (20)	7
Unemployment	51% (20)	49% (19)	8
Open-Air Drug Dealing	55% (22)	45% (18)	9
Robbery and other street crime	55% (22)	45% (18)	9
Trash, Graffiti, Abandoned Cars, etc.	65% (26)	35% (14)	10
Gang Activity	67% (27)	33% (13)	11
Arson	75% (30)	25% (10)	12
Prostitution	85% (33)	15% (6)	13
Hate Crime	92% (37)	8% (3)	14

*RANK: #1 most serious to #14 least serious.

This survey was designed to collect relevant information for identifying areas of greatest need in Massachusetts. Results indicated that most of the communities polled share many of the same drug and violent crime problems, regardless of population and/or geographic area. This consistency was particularly evident for all eight of the largest cities in the Commonwealth. Half of the police departments reported that at least 50 percent of the crime problems listed were considered moderate to serious problems in their community. The top five crime indicators in ranking order were: domestic violence, drug use, burglary and other property crime, residential drug dealing, and social disorder. Only one department reported domestic violence as an "almost no-minor" problem. (See Chart A).

10/27

Charlie —
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of DV survey —

Rai

APPENDIX C

1995 GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE

Lt. Governor A. Paul Cellucci, Chair

David Adams, EMERGE

Dr. Elaine J. Alpert, Boston University School of Medicine

Valenda Applegarth, MA Domestic Violence Council

William Baker, Commissioner, Department of Public Safety

The Honorable Charles Black, Quincy District Court

Jacquelynne Bowman, MA Law Reform Institute

Sarah Buel, Assistant District Attorney, Norfolk District Attorney's Office

Dr. William E. Callahan, MA Medical Society

Donald Cochran, Commissioner, Department of Probation

Chief Paul Doherty, Executive Director, MA Chiefs of Police Association

David S. Douglas, Co-Founder, Common Purpose, Inc.

The Honorable Hasty Evans, Representative

The Honorable Thomas Finneran, Representative

Lois Frankel, Administrative Office of the Trial Court

The Honorable Ann Gibbons, Ware District Court

James Hardeman, Employee Assistance Program Manager, Polaroid Corporation

Colonel Charles Henderson, Department of State Police

The Honorable Lucile Hicks, Senator

Sheila Hubbard, Chair, Parole Board

Dr. Nancy Isaac, Research Associate, Harvard School of Public Health

Chief Paul Johnson, Harvard University Campus Police

1995 GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE (cont.)

Diane Juliar, Assistant Attorney General, Office of the Attorney General

Stacey Kabat, Executive Director, Peace at Home, Inc.

Judith Lennett, MA Coalition Battered Women Service Groups

Joanne Montouris, Esquire

Thomas Moriarty, Jr., Registrar, Probate & Family Court

David Mulligan, Commissioner, Department of Public Health

Annie Lewis-O'Connor N.P., Neponset Health Center

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Thomas Reilly, District Attorney, Middlesex County District Attorney's Office

Michael J. Sentance, Secretary, Executive Office of Education

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Joanne Thompson, Department of Industrial Accidents

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The Honorable Patricia Walrath, Representative

Gerald Whitburn, Secretary, Executive Office of Health & Human Services

The Honorable Lewis Whitman

Pamela Whitney, Domestic Violence Project Manager, Department of Social Services

APPENDIX D

1995
MASSACHUSETTS VAWA TASK FORCE

Jonathan Petuchowski
Executive Director
Executive Office of Public Safety
Programs Division

Rai Kowal,
Dir. S.T.O.P. VAWA Program
Executive Office of Public Safety
Programs Division

Steve Bocko,
Chief Probation Officer
Field Services Div.
Office of Commissioner of Probation

Donna Lipson,
MA Parole Board

Brian Murphy, Lieutenant
Norwood PD

Sarah Buel,
Assistant District Attorney
Norfolk County DA's Office

Linda Orlando, Trooper
MA State Police

Tom Frane, Captain
Quincy Police Department

Patricia Ormsby, R.N.
Brigham & Women's Hospital

Cynthia Ittleman,
Administrative Attorney
Admin. Office of the Trial Court

Ramona Peters,
Representative
Mashpee Wampanoag

Stacey Kabat, Executive Director
Peace at Home, Inc.

Heidi Ulrich,
Executive Director
MA Office of Victim Assistance

Marie Kenny, Trooper
MA State Police

Joe Whalen,
Asst. Attorney General
Office of the Attorney General

Judith Lennett,
Public Policy Coord.
MA Coalition Battered
Women Service Groups

Marianne Winters,
Executive Director
MA Coalition of Rape Crisis Svs.

APPENDIX E

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M

GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE

COMMENTARY

THE POLICE AND ELDER DOMESTIC VIOLENCE

John S. Scheft

Director of the Elderly Protection Project
Office of Attorney General Scott Harshbarger
and

Donna Reulbach

Director of Protective Services, Executive Office of Elder Affairs

Our rapidly increasing elder population affects any community problem currently addressed by law enforcement. Domestic violence is no exception.

While the police response to domestic violence is largely the same regardless of the age of abuser or victim, there are aspects of elder domestic violence that differentiate it from incidents involving younger people. Often, there are different dynamics to elder abuse. Furthermore, officers have the additional legal and ethical responsibility to report cases to their local protective service agency.

Dynamics

The dynamics of elder abuse differ in several important ways. First, elder victims are more reluctant to report abuse. They grew up in a time when family violence was more accepted and, for the most part, viewed as a private family matter. In addition, elders may be extremely afraid that removal of the abusive caregiver will force them into a nursing home or result in retaliation by the caregiver once he or she is released from custody. Elders may be less aware of the availability of restraining orders than younger victims, which necessitates that officers be particularly careful in explaining the elder victim's rights.

Second, the perpetrators of elder domestic violence cover a broad spectrum. Unlike younger couples, elder abuse is not confined to partners. Most cases involve a spouse, but a good percentage of the abuse comes from the hands of a child, relative or other non-related caregiver who visits the house. Most abuse is intergenerational and perpetrated by overwhelmed caregivers—many of whom are elders themselves. At present, 10% of the people over age 65 are old enough to have children over 65.

Third, elder violence increasingly involves a woman abusing a man, sometimes quite seriously. In the typical case, a previously abused woman will turn on her spouse as his health deteriorates. Police may tend to overlook these situations because they are so used to encountering male perpetrators. However, officers must respond to victimization regardless of the gender of the abuser.

While the dynamics of elder domestic violence may be different than other forms of domestic violence, its impact on victims is similar. We sometimes fail to see this because elders are typically not as vocal as younger victims. They tend to suffer in silence. For this reason, officers and other professionals must investigate any signs of abuse, no matter how subtle, to avoid overlooking

While the dynamics of elder domestic violence may be different, its impact on victims is similar. We sometimes fail to see this because elders are typically not as vocal as younger victims. They tend to suffer in silence. Heightened awareness is the key in a world all too ready to accept an elder's implausible explanation about a visible injury, attribute it to "poor health" or "complaining," or dismiss it because the traumatized elder appears "senile."

potentially abusive situations. Heightened awareness is the key in a world all too ready to accept an elder's implausible explanation about a visible injury, attribute it to "poor health" or "complaining," or dismiss it because the traumatized elder appears "senile."

These cases require a greater degree of patience on the part of responding officers. Officers must be sensitive both to the elder's reluctance to report incidents as well as to any sight, hearing or memory impairment that may make it difficult for the elder to relate what happened.

Mandatory Reporting

Another crucial aspect of elder domestic violence is the officer's additional responsibility, beyond those obligations imposed by Chapter 209A, to report elder abuse to elder protective services. At present, 27 local agencies under the direction of the Executive Office of Elder Affairs receive and investigate reports and attempt to provide services.

In a nutshell, Chapter 19A mandates: When officers have reasonable cause to believe that an elder, who is 60 years of age or older, has suffered or is suffering from:

- Abuse (injury caused by someone's physical, sexual or emotional conduct); or
- Financial Exploitation (substantial financial loss to the elder caused by someone's actions or failure to act); or

“
The problem of elder abuse is too complex to be addressed solely by the police.
”

- Neglect (a caretaker's refusal or failure to provide one or more of the basic necessities of life); or from a combination of these acts.

officers must immediately make a *verbal report* to their local protective services agency or to the local elder abuse hotline 1-800-922-2275. They must also file a *written report within 48 hours* of their oral report. Reporting is so crucial that the law protects officers who file a report from civil liability. On the other hand, failure to report may result in a criminal fine up to \$1,000.

The Police/Protective Service Alliance

The problem of elder abuse is too complex to be addressed solely by the police. Police intervention can uncover and stabilize an abusive situation, but officers are not equipped to provide the case assessment and follow-up services that are so crucial to a resolution of the problem. Local protective services agencies have the expertise to pick up where police involvement ends. Services such as adult day care, meals, transportation and counseling, to name just a few, can help to change a chronic situation requiring repeated police involvement to a less volatile one. This is why a strong police and protective services alliance is at the heart of preventing and responding to elder abuse.

For further information, contact John Scheft, 617-727-2200 or Donna Reulbach, 617-727-7750.

A MESSAGE FROM THE DIRECTOR

Dear FORUM Readers,

I want to take this opportunity to introduce myself to the readers of FORUM. I have recently joined the Executive Office of Public Safety as the Executive Director of the Programs Division—the grants management program of EOPS. I am an attorney and most recently worked as a Legislative Director on Capitol Hill in Washington, D.C.

Having already attended a meeting of the Governor's Commission on Domestic Violence and having worked with a number of its members, I can see that there is a strong commitment in Massachusetts to a comprehensive and coordinated interagency approach to reduce and prevent domestic violence and to provide the highest level of protection and shelter possible to its victims.

Now that the U.S. Department of Justice has awarded a grant to Massachusetts under the Violence Against Women Act, I look forward to working with the Commission to develop a statewide implementation strategy to maximize our resources. This process will bring together representatives of law enforcement, prosecution, the courts and victim services providers.

The FORUM can serve as an important tool to increase public awareness of domestic violence and efforts in our state to address it. I hope that you will share your views with us.

Sincerely,

Jonathan M. Petuchowski



JONATHAN M. PETUCHOWSKI

VISITATION CENTERS

Adult and Child Victims Deserve Protection

Sarah M. Buel
Assistant
District Attorney,
Norfolk County

All too frequently battered women in our communities are forced to place their children and/or themselves in physical danger, in order to comply with court-ordered visitation. Sometimes police departments are asked to act as intermediaries and drop-off sites, although they are ill-equipped to handle the related problems, while conducting other law enforcement business. **Each community needs at least one Visitation Center.**

A Visitation Center is the ideal mechanism to facilitate the safe exchange of children for visitation and/or provide supervised visitation. They are critical to reducing the opportunity for further child and partner abuse, and serve to minimize the trauma, fear and anxiety of at-risk parties. In recognition of their integral role in the network of social services, the state of Arizona has statutorily mandated that each county have a Visitation Center. They are established not only to deal with family violence situations, but also to help non-custodial, abusive or neglectful parents gradually resume parenting responsibilities (particularly if modeling of good parenting is needed). Visitation Centers can provide a range of services as the following case examples illustrate:

Case #1: A divorce is pending in which a restraining order has been issued against the abusive husband/dad, with the judge ordering visitation on alternate Saturdays and Sundays, from 10 am to 6 pm. Mom expresses fear of Dad coming to her home to pick up and drop off the children because she could be further endangered. In this scenario, Mom has not reported physical harm to the children; a safe place to exchange the children for visitation is needed. At their neighborhood Visitation Center, Mom would drop off the children at 9:30 am and return to pick them up at 6:30 pm. Dad would pick up the children at 10 am and return them at 6 pm. In the intervening half hours, the children would play in large, brightly decorated and equipped rooms, with trained

staff. The best Centers also offer support groups for children to process all the changes, trauma, and conflicts occurring in their lives.

Case #2: Mom is a battered woman and recovering substance abuser who lost custody of her child during drug treatment. She is now seeking to regain custody, but acknowledges to she sometimes hits her child too much, especially when he has temper tantrums. In this case, the Visitation Center can set up supervised visitation so that Mom has a trained therapist with her to assist in difficult parenting situations during visits. Parents who observe non-violent parenting change their methods more quickly than parents who are *told* what to do.

Pat Kelleher, the founder and executive director of the Brockton Family and Community Resource Center's Visitation Center recommends that a Visitation Center begin by being open two evenings a week from 3 to 7 pm and all day Saturday or Sunday. Her experience indicates that the following start-up staff is necessary:

- A full-time coordinator;
- Many volunteers (5 per each full day and 2 for each week night);
- A security officer; and
- A case supervisor (a consultant child therapist).

In addition, a new Visitation Center will need:

- Supplies (snacks, diapers and playthings for children);
- Resource materials about associated legal and social service agencies;
- Liability insurance; and
- Space for separate entrances for custodial and non-custodial parents, play areas, waiting areas and parking facilities visible to the security guard.

*For further information, please contact
Pat Kelleher, 508-583-5200.*

DOMESTIC VIOLENCE SHOW CAUSE HEARING

Andrew P. Quigley

Hingham District Court, First Assistant Clerk Magistrate

There is no question that domestic violence is an area of the law which deserves special treatment by the criminal justice system. But at present, the specific statute, G.L. c. 218, s. 35A, which most often is invoked when civilian complainants come to a clerk-magistrate does not recognize the unique nature of the crimes associated with domestic violence.

If indeed clerk magistrates should handle crimes involving domestic abuse differently than other crimes, then the statute should be rewritten to make such a distinction. Without specific statutory direction, each clerk magistrate is left in the position of having to follow his or her "gut" instinct when confronted with an application from a domestic violence victim, a situation which inherently provides for a lack of uniformity in the manner in which the court system addresses this pressing issue.

A dilemma which frequently confronts a clerk magistrate of the district court is what action he or she should take on an application for a criminal complaint in which it is alleged that a defendant either has committed certain misdemeanor crimes (usually in the form of threats [G.L. c. 275, s.2] or an assault and battery [G.L. c. 265, s. 13 A] which have formed the basis for the issuance of a c. 209A restraining order or has committed a violation of an existing c. 209A restraining order (which also is a misdemeanor).

G.L. c. 218, s.35A provides that when an individual has been accused of a misdemeanor, she or he is entitled to a hearing (commonly referred to as a show cause hearing) before a clerk

magistrate with notice, although a clerk magistrate may act upon the application and issue criminal process without notice to the defendant if the clerk magistrate determines "that there is an imminent threat of bodily injury."

The predicament for a clerk magistrate arises when the complainant who is bringing forward the application expresses a fear of the alleged perpetrator and a desire not to confront the defendant at a show cause hearing. In addition, clerk magistrates are cognizant of the general propensity for violence in domestic abuse cases which we read about in the headlines on a daily basis.

Thus, the clerk magistrate must decide whether to provide the accused with his statutory right of "an opportunity to be heard personally by counsel in opposition to the issuance of any processes on such complaint" or whether to accede to the alleged victim's desire to have action taken upon the application as soon as possible and without a hearing.

At a recent domestic violence training, an instructor suggested that clerk magistrates should consider issuing warrants as a first option, rather than scheduling hearings. The explanation was that a defendant accused of criminal offenses may become enraged and attack the complainant prior to the hearing.

Such logic inverts the statutory scheme. G.L. c. 218, s. 35A presumptively entitles the accused to a hearing, unless it is shown to the clerk magistrate that there is a threat of imminent harm. But, at the seminar, it was recommended that clerk magistrates issue a warrant unless they believe that there is *not* an imminent threat of harm.

By law, a clerk magistrate is a neutral and detached judicial officer whose duty it is to ensure that the statutory and constitutional rights of an alleged defendant are not violated. In this context, clerk magistrates serve as the gatekeepers of the criminal justice system when confronted with requests for search warrants, arrest warrants, and the issuance of criminal process brought forward by the police. But now clerk magistrates are being urged to abrogate that role and open the gates, so to speak, when domestic violence is at the center of the issue.

In addition, issuing process without a full hearing may not be in the victim's best interest. Any lawyer worth his or her salt will file a motion to dismiss the complaint before the judge on the basis that the defendant was not afforded his right to a hearing. If the judge allows the motion, then the complainant must start the process all over again, a daunting task which can only add to the victim's mistrust of the system.

In our court, we have issued arrest warrants based upon *ex parte* testimony under oath and on tape from civilian complainants. However, we also have denied requests for *ex parte* action on applications for complaints because of the competing interest of the defendant's right to a hearing. But the decision is never an easy one.

For further information, contact Andrew Quigley, 617-749-7000.

RECENT EVENTS

VICTIM RIGHTS STRENGTHENED

On May 16, Governor William Weld signed the new Victim Bill of Rights into law to benefit victims of domestic violence and other crimes. The new law establishes new rights for crime victims and expands their rightful role in the criminal justice system. The law takes effect on August 13, 1995. More information will appear in the next issue of *FORUM*.

Inter-Faith Conference on Domestic Violence

Are clergy part of the solution or part of the problem when congregants suffering from violence in their homes come to them for help? Clergy and laity from numerous faith persuasions met in June to discuss the impact of domestic violence on their congregations, society and themselves.

The day's program centered on the outstanding video *Broken Vows*—a production of the Center for Prevention of Sexual and Domestic Violence (COSDV) in Seattle, Washington.

For more information, contact Heidi Ulrich at MOVA, 617-727-5200.

Conference on Immigrant Battered Women

What extra obstacles does an immigrant woman face when she is abused by her United States Citizen (USC) or Legal Permanent Resident (LPR) husband? Can she report the abuse to authorities without fear of deportation? Can the abuser use immigration law as a weapon against her?

Thanks to new immigration laws contained in the federal Violence Against Women Act, abused women in these situations finally have legal options. Those options include "self-petitioning" and suspension of deportation. A New England regional conference addressing the new law was held June 6 at Clark University in Worcester.

For more information, contact: National Immigration Project/National Lawyers Guild, 617-227-9727.

MOVA Hosts African Delegation

Does the term "crime victim" have a universal definition? The Massachusetts Office for Victim Assistance hosted a delegation of leaders from the judicial systems of 21 African countries who had especially requested information on the emerging field of victim rights. The leaders were on a one month tour of the United States under the auspices of the U.S. Information Agency.

The definition of domestic abuse presented a particularly controversial topic for this international assembly which consisted of representatives from Napoleonic, Islamic and Anglo-American judicial systems.

The seminar included presentations by victim advocates from the Suffolk District Attorney's office, Roxbury's Living After Murder Program (LAMP), MOVA, and the Attorney General's office. Genet Bekele, an Ethiopian-born advocate working for the crime victim services section of Boston's International Institute, provided a bridge between African and U.S. cultures.

For more information, contact Cheryl Watson at MOVA, 617-727-5200.

UPDATE

TRANSITION

COMMISSION SUBCOMMITTEES

The Needs Assessment Working Group will hold focus groups this summer on the special needs of substance-abusing, mentally ill, and non-English-speaking battered women. The AFDC/Battered Women Working Group is working with the Department of Transitional Assistance (formerly the Department of Public Welfare) to survey AFDC applicants and recipients to determine the prevalence of domestic violence in each group and its impact on their need for AFDC. The Children of Domestic Violence Working Group has completed a second draft of its report, analyzing available research on the issue. The draft will be circulated to a wide circle of experts in the fields of domestic violence and child abuse. The Civil Court Advocacy Working Group has been working to educate the legislature about the need for SAFEPLAN, a statewide program to place advocates in all district and probate courts. The Affordable Housing Working Group has completed a redraft of "An Act to Provide Housing for Victims of Domestic Violence," and is working with District Attorney Delahunt to refile it.

LEGISLATIVE

The Legislative Subcommittee has reviewed more than 50 pieces of pending legislation related to the protection of victims of domestic violence. The subcommittee presented their recommended list of priority bills to the Commission and asked for the Commission to vote on the recommended pieces of legislation in April. Upon receiving approval of the full Commission, the Lieutenant Governor sent a letter to legislators outlining the legislative priorities of the Domestic Violence Commission.

UNIFORM ENFORCEMENT

The Uniform Enforcement Subcommittee has been meeting to update the 1994 Uniform Enforcement Standards for Police and District Attorneys in Domestic Violence cases. Letters were sent to police departments and district attorneys throughout the state requesting their input for updating the Standards. The subcommittee intends to present the revised version to the Commission on July 13, 1995 for their review.

COMMUNITY EDUCATION

The Community Education Subcommittee reports one of the greatest barriers to educating communities about and intervening in the widespread and very serious danger of teen dating violence has been the lack of a cohesive compilation of teen resources for schools and other community organizations to use in their abuse prevention efforts. Responding to this need for a resource guide, and in conjunction with the Teen Caucus of Massachusetts Coalition of Battered Women's Service Groups, the Massachusetts Criminal Justice Training Council, the Executive Office of Education and the Department of Education, the Community Education subcommittee in May published a 43-page booklet, "Resources for Teens Offered by Battered Women's Programs of Massachusetts." Questions? Contact Ann Toda at 617-727-1313 x275.

NEWSLETTER

The Newsletter Working Group welcomes contributions for the September issue. Please call or send in ideas for articles to the editor as soon as possible.

COMMITTEES... COUNCILS...

Greater Boston Regional Legal Advocacy Committee Jean C. Haertl	617-891-0724
Massachusetts Coalition of Battered Women's Service Groups	617-248-0922
Domestic Violence Council Valenda Applegarth and Sandy Lundi	617-357-5757
Governor's Commission on Domestic Violence	617-727-2040
Boston Floating Hospital Family Advocacy Clinic	617-956-5255
A.W.A.K.E. Program, Childrens Hospital, Boston	617-735-7979
A.W.A.R.E. Program, New England Medical Center	617-956-1488
Boston Area Rape Crisis Center Mary Coonan	617-492-8306
Cambridge Women's Commission, D.V. Task Force Nancy Ryan	617-349-4697
Massachusetts Parole Board, Victims Services Unit Marcia Hill	617-727-3280
Massachusetts Office for Victim Witness Assistance Marilee Kenney Hunt	617-727-5200
Dorchester District Court, D.V. Roundtable Hon. Sidney Hanlon	617-288-9500
Roxbury District Court, D.V. Roundtable Hon. Gordon Martin	617-427-7000
Attorney General's Family and Community Crimes Bureau, A.A.G. Diane Juliar	617-727-2200
Barnstable District Attorney's Office, D.V. Unit A.D.A. Tom Kirkman	508-362-8113
Berkshire District Attorney's Office, D.V. Unit Elizabeth Keegan	413-443-5951
Bristol District Attorney's Office, D.V., Fall River V.W. Michelle Stanton	508-997-0711
Essex District Attorney's Office, D.V. Unit Lawrence, Massachusetts Lynn, Massachusetts	508-688-1147 617-599-8094
Hampden County District Attorney's Office, D.V. Unit A.D.A. Maria Rodrigues	413-781-8100
Middlesex County District Attorney's Office, D.V. Unit A.D.A. Beth Merachnik	617-494-4050
Norfolk County District Attorney's Office, D.V. Unit A.D.A. Marianne Hinkle	617-329-5440
Northwestern County District Attorney's Office, D.V. Unit, A.D.A. Susan Loehn	413-586-9225
Plymouth County District Attorney's Office, D.V. Unit A.D.A. Nancy Adams	508-548-8120
Suffolk County District Attorney's Office, D.V. Unit A.D.A. Andrea Cabral	617-725-8600
Worcester County District Attorney's Office, D.V. Unit A.D.A. Phil Shea	508-797-4334



Executive Office of Public Safety
Programs Division
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Boston, MA 02202

WILLIAM F. WELD
Governor

ARGEO PAUL CELLUCCI
Lt. Governor

KATHLEEN M. O'TOOLE
Secretary of Public Safety

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FORUM is a periodical of the Executive Office of Public Safety, Programs Division, published in collaboration with the Governor's Commission on Domestic Violence.


Its purpose is to provide a forum for discussion and serve as a clearinghouse for information on the issues addressing the declared public emergency of domestic violence. We welcome your comments and story contributions to **FORUM**.

The views and opinions expressed in FORUM are those of the individual authors and do not necessarily reflect the views of the Commission.

An octagonal logo with a double border. Inside, the text "S.T.O.P." is on the top line and "1995" is on the bottom line, both in a serif font.

S.T.O.P.
1995

1995
S.T.O.P.
Violence Against Women
Formula Grant
Award

An octagonal logo with a double border. Inside, the text "S.T.O.P." is on the top line and "1995" is on the bottom line, both in a serif font.

S.T.O.P.
1995

In June 1995, the **Massachusetts Executive Office of Public Safety** was awarded \$426,324 by the Violence Against Women Program, Office of Justice Programs, U.S. Department of Justice, to implement the 1995 S.T.O.P. Program. The Program is authorized under the 1994 Violence Against Women Act.

The purpose of the S.T.O.P. Program (Services•Training• Officers• Prosecutors) is to develop and implement effective law enforcement, victims services and prosecution strategies to combat violent crimes against women. Those interested in learning more about the awards that will be made under this grant should contact Program Director, Rai Kowal at 617-727-6300 x305.

GOVERNOR'S COMMISSION ON DOMESTIC VIOLENCE

Commentary

A Call for Court Advocates

by Manlee Kenney Hunt

Victims of domestic abuse face enormous, physical and insitutional barriers as they struggle to protect themselves and their children, avoid abuse, and regain control of their lives. One of the insitutions to which victims turn for protection and support is the court, through 209A protective orders. In 1991, the courts of Massachusetts issued 44,266 protective orders; in 1992, they issued 53,477 protective orders, and in 1993, 49,251 protective orders.

With so many victims seeking help from the courts, meeting their emotional, legal and safety needs has become a daunting task. The law providing for protective orders (M.G.L. Chapter 209A) was intended to be as comprehensive and accessible as possible. However, what seems accessible to legislators and attorneys may be overwhelming to an individual victim so emotionally and physically disoriented that she has "lost her feet" (see quote above). Many victims come to court -- often an unfamiliar and intimidating place -- in a general state of crisis. They are frequently vulnerable,

confused, anxious, emotionally fragile, and uneducated about their rights and the legal process. For many, every court form is a hurdle, every hurried clerk an intimidation. Courts are intended by the constitution to be independent arbiters of legal issues which they are empowered by law to hear. Although the judiciary is gravely concerned for the safety of victims of abuse and continues to make commitments to address their legal needs, it is not within their purview or authority to empower or plan for safety with abuse victims.

Yet, the above needs are very real for abuse victims entering the court seeking protective orders. Statistically, the most dangerous time in the life of an abused woman is when she tries to leave the abusive relationship. For that reason, *FORUM* addresses the vital issue that each court offer the services of a specialized civil domestic violence court advocate to plan for safety and to inform abuse victims of their rights under the law in conjunction with the efforts of the district attorneys and the courts. Although it is important to provide protective orders for abuse victims, it is crucial to provide them with safety planning.

A recent survey revealed that nearly two-thirds of the courts in Massachusetts lack consistent, court-based civil advocacy support for victims of domestic abuse. According to A Guide to Domestic Violence Court Advocacy in Massachusetts (1993), various organizations provide civil domestic violence court advocacy on an ad hoc basis throughout the state. Currently Massachusetts does not have a coordinated, accountable, statewide system to provide the support and safety planning

"I'd be so disoriented [after a beating], wondering where are my feet? If I could just find my feet, I could get up and walk. Not knowing if I could get up and walk, not knowing if I was on my back, on my side, whether I was upside down, finding my arms and legs. I always remembered wondering where my feet were because I knew whatever I was going to do, you had to start off with your feet."

necessary for abuse victims receiving civil protective orders. Connecticut and Rhode Island have recognized the need and for the last several years have funded statewide programs to place specialized domestic violence advocates in all their courts. The fact that Massachusetts does not provide this vital service leaves a serious — a dangerous — gap in our ability to protect battered women.

In a move to improve safety and services for these victims, the Governor's Commission on Domestic Violence has recommended that specialized civil domestic violence advocates be provided to the Boston Municipal Court, District Court and Probate/Family Court departments. Following the Commission's recommendation, the Governor allocated \$2.52 million in his budget proposal for FY 1995 for such a civil domestic violence court advocacy project.

¶¶ *Nearly 2/3 of the courts in Massachusetts lack consistent, court-based civil advocacy support for victims of domestic abuse.* ¶¶

The project is designed to place advocates in courts through service contracts with local community agencies. The advocates will be trained with newly developed comprehensive training materials. Their work will be coordinated by 11 Regional Legal Advocacy Coordinators (RLACs) — one for each area served by a district attorney. RLACs will provide an important communication link among the project, district attorney's offices, legal services offices, battered women's service programs and law school domestic violence programs (the major sources of current civil advocacy). The statewide civil advocacy program will be administered by the Massachusetts Office for Victim Assistance (MOVA) through competitively bid contracts with local agencies able to deliver a broad range of services for abuse victims.

Also included in the Governor's budget proposal are appropriations totalling \$3.2 million for the state's district attorneys to continue operating their new domestic violence prosecution units and \$400,000 to Massachusetts Legal Assistance Corporation (MLAC) for legal assistance to battered women. MLAC is planning projects which will emphasize attorney's services to victims after they receive protective orders in the Probate and Family Court. These three programs offer a coordinated system of services for victims in the trial courts. Civil advocates will be stationed in both the district and probate family courts for civil protective orders; district attorney's victim witness advocates help victims during criminal prosecutions and Legal Services Agencies will focus on providing attorney services for probate issues following protective orders in the probate and family courts.

A recently published study demonstrates that 75% of men in Massachusetts against whom protective orders were issued had prior criminal records. The authors of that study observed: *The high frequency with which [protective orders] are issued might lead some skeptics to assume that these orders are granted too easily for minor offenses and almost any man is at risk of being a defendant...The data...reflect otherwise. Men against whom [protective orders] have been issued are clearly not a random draw of the male population. [Emphasis added] They are very likely to have a criminal history, often reflective of violent behavior toward others. Isaac, Cochran, Brown & Adams, Archives of Family Medicine/Volume 3, January 1994. When victims of these abusers come to court, we must do our best to see that they are safe and informed while they reorient their lives and "find their feet."*

[Marie Kerney Hunt is the D.V. Coordinator for the Mass. Office for Victim Assistance]

Letters to the Editor

This is in response to your February publication of *FORUM*, specifically, the article regarding the "Denial Profession and the Detection of Domestic Violence." I must commend you and your contributing writer for publicizing the denial points made in the February issue. The denial topics and problems and syndromes mentioned are basic and common in denial practice. What is new and fresh is the linkage of these clinical presentations that present in daily practice to a much wider social crisis. I applaud the article which can only stimulate some awareness of these possible underlying indicators of family violence. Certainly, the subject is much larger than the length of the article.

And, for practitioners such as myself, in practice 20 years, the article will have provided that additional "recognition factor" helpful day to day clinically.

Again, my congratulations to the Commission and Dr. Stack for this timely public service. It takes some time, but education in this area will take hold and widen along with the other social issues that have denial signs and symptoms such as child abuse, anorexia, drug abuse and prescription drug dependence.

Harry E. Tatouian, Jr., D.M.D.

This letter is to inform the members of the Governor's Commission and the readers of *FORUM* that a research report, The Proliferation of Prostitution, has been written which addresses the issue of prostitution. The report discusses this issue in depth, and it includes proposed new and amended legislation for the State of Mass. As many are aware, the problem of prostitution is closely related to that of domestic violence. Both issues share the root cause of sexism. Furthermore, many children who have experienced domestic violence or sexual abuse as children grow up with low self-esteem and eventually become involved with either drugs, alcohol, and/or prostitution which perpetuates the cycle. The report was written to elicit support for the proposed changes in the laws regarding prostitution, and to heighten the awareness of current efforts to curb this behavior.

If anyone wishes to obtain further information regarding this report and the proposed legislation, please call Toni Nicholas at (508) 441-9354. Thank you for your interest in this matter, and please convey your opinions to your state legislators.

Toni Nicholas

POLAROID

A Company that Cares

by James Hardeman

It is thus poor business sense to ignore the effects of family violence in the workplace.



Polaroid employees walked in the Jane Doe Safety Fund Walk in October 1993.

The family is the foundation of American life, and when it is threatened, future generations are affected. This was Dr. Edwin Land's philosophy when he founded Polaroid Corporation 66 years ago, and his personal inumacy with employees is reflected in Polaroid's values today.

It is no surprise, then, that Polaroid should create a foundation to support many community causes, including those that fight family violence. Four years ago, Polaroid began funding battered women's shelters in the vicinity of its manufacturing plants, and later became the flagship donor of the Jane Doe Safety Fund of the Massachusetts Coalition of Battered Women's Service Groups, Inc.

The Foundation's willingness to visit and raise funds for shelters and involve employees had two results: The Foundation awarded grants ranging from \$3,000 to \$5,000 to seven shelters, and female Foundation members persuaded the company's Women's Action Committee to sign a statement of support that was distributed throughout Polaroid. Many of these women were also walkers for the Jane Doe Walk-a-Thon and gave further support. The Foundation eventually funded Emerge, a program for batterers, on several occasions, emphasizing the company's concern for family life. These projects were given coverage in the Polaroid newspaper, "The Update."

Polaroid's Employee Assistance Program (EAP) has also worked for many years with victims of family violence. The internal communications department made a video of a battered women's group conducted by EAP staff several years ago at the Norwood plant. The video, which preserved the anonymity of the participants, was shown throughout Polaroid. The EAP staff were also trained to counsel victims and to refer batterers to community resources.

Rarely is a link made between family violence and bottom-line costs to a corporation. The EAP manager and

staff met with senior management to explore how company policy could be changed to help victims, find treatment for their batterers, and educate the workforce. Polaroid believes that family violence can contribute to violence in the workplace, especially when a high number of employees are related. Evidence shows that employee absenteeism, stress-related illnesses, depression, hypertension, eating disorders, ulcers, chemical abuse, increased use of medical insurance and poor job performance are all deductions from company profits. It is thus poor business sense to ignore the effects of family violence in the workplace.

Polaroid is currently developing a policy statement to protect employees who are battered: they can take paid leaves for a maximum of two weeks without fear of job loss; they can also take up to a year off without pay and with job security. Supervisors can administer this leave of absence. Personnel, EAP staff and the work and family life manager serve as internal consultants for this program. Every effort is made to keep from further victimizing employees in precarious situations.

Last April, the EAP staff conducted luncheon seminars for two days at each Polaroid manufacturing plant. Local police, shelter representatives, and staff from the Massachusetts Office for Victim Witness Assistance and the Mass. Coalition for Battered Women were invited to discuss abuse prevention, stalking laws, the cycle of violence, mandatory arrest, safety plans, the role of the criminal justice system, and the impact of family violence on the workplace.

Polaroid has a long history of support for families. This *FORUM* article continues that support. Polaroid has taken exceptional steps to inform employees that abusive behavior will not be tolerated and continues to educate its workers on the need to prevent family violence.

(Jim Hardeman, Ph.D. candidate, is the EAP Manager for Polaroid)

Eye on HINGHAM

The Clerk-Magistrate: Vital Link for Victims

by Joseph Ligotti and Andrew Quigley

The Clerk-Magistrate is a "neutral and detached" officer of the court who is constrained from offering legal advice to litigants. In this capacity, nonetheless, the office of the Clerk Magistrate must serve as a vital information link for victims of domestic violence who are seeking both civil and criminal remedies under the law.

In recent years, both the courts and the advocates for victims of domestic violence have focused on the civil side of the domestic violence equation, the c.209A restraining order. However, in cases where no arrest has been made by the police, the criminal aspect of domestic abuse cases is often overlooked during the process of obtaining the c.209A order.

In the Hingham court the most commonly-asked question by victims who are applying for restraining orders - after they have learned at some time later that they could have filed an application for criminal charges - is, "Why didn't anybody tell me I could file criminal charges too?"

It is at this point that the Clerk-Magistrate can serve three vital functions to ensure that domestic violence victims are provided with comprehensive legal information.

First, and foremost, all personnel in the clerk's office (as well as domestic violence advocates in courts which have them) should be trained to ask those who are applying for c.290A orders whether they intend also to file an application for a criminal complaint. All personnel in the clerk's office should be able to answer basic questions about the criminal complaint process. Once a victim states that he or she does wish to file an application for a criminal complaint, office personnel should inform a clerk-magistrate at once, who must handle the matter from that point.

Second, the Clerk-Magistrate must then determine whether to act upon the application immediately by issuing an arrest warrant (or a summons), or whether to schedule a show cause (probable cause) hearing before the clerk-magistrate on short notice. In making this determination, the clerk-magistrate is guided by the show cause standards which have been in effect since 1975. Although clerk-magistrates should act prudently in issuing arrest warrants (without a hearing) which are based solely on the basis of a civilian application for complaint, Standard 3:12 explicitly states that if the magistrate believes that there is a "likelihood of imminent harm", then immediate action on the application should be taken. Clerk-magistrates should not discuss such matters at the counter, but should use a private setting and take testimony under oath when considering whether to issue a warrant (or summons) or to schedule a show cause hearing. In Hingham District Court, all such hearings are electronically recorded.

In the context of most domestic violence situations, a clerk-magistrate would be hard pressed not to issue criminal process, where the victim usually alleges an ongoing pattern of abusive behavior. This behavior may have erupted into an assault and battery where the police did not make an arrest. A show cause hearing, at which both parties will be present, can accomplish no judicial purpose if a complainant is adamant about bringing criminal charges forward and if his or her statement of facts appears credible. In this circumstance, the only decision for a clerk-magistrate is whether to issue a warrant or a summons, a determination he or she must make based upon the facts as alleged by the victim and whether those facts evidence a "likelihood of imminent harm". If the Clerk-Magistrate believes that the complainant is in imminent danger of further criminal activity by the defendant, the Clerk-Magistrate should not hesitate in issuing a warrant for the defendant's arrest.

It should be noted that although the new guidelines on domestic abuse recently issued to judges essentially

state all of the above, the standard clerk-magistrates have been in place for 19 years and apply to all civilian applications for criminal complaint brought before a clerk-magistrate. Relying on these standards, we have issued four arrest warrants from our office in the past six months based upon applications from civilian complainants in connection with Chapter 209A matters.

The **third** area in which a clerk-magistrate plays a key role is the issuance of criminal process - determining what charges are to be issued against the defendant. Unlike police applications for criminal complaints, those filed by lay complainants almost never will contain a statutory citation for the offense charged. The clerk-magistrate must sort through a rambling statement of facts to determine precisely what crime(s) with which to charge a defendant. Most charges are obvious on their face, assault and battery and threats of violence being the most common. However, in domestic violence situations in particular, clerk-magistrates also should be aware of the new stalking law, c. 265, s. 43(a). If a complainant sets forth facts which meet the definition of the statute (willful, malicious, and repeated harassment and threats that intend to place an individual in imminent fear of death or injury), then the clerk-magistrate should include a count for stalking along with any other counts in the complaint and issue an arrest warrant.

As a matter of public policy, it is crucial that victims of domestic violence be apprised of their rights regarding the criminal application process. Physical assaults, threats, and stalking are criminal offenses for which perpetrators should be answerable. More significantly, issuance of criminal complaints and, if necessary, arrest warrants can serve as a much-needed preventive measure - far greater than a c. 209A civil order - in deterring further domestic abuse.

(Joseph Ligotti is the Clerk-Magistrate and Andrew Quigley is the First Assistant Clerk Magistrate in the Hingham District Court)

Profile

State Troopers Talk Prevention

In November 1993, State Police Colonel Charles Henderson created the Domestic Violence Prevention Section, a full-time unit endorsed by Thomas Rapone, Secretary of Public Safety. The unit focuses on community and police education, is a resource for prosecutors and victims, and is an especially important presence in those parts of the state that have no local police force. Lt. Colonel William Kelley oversees the three-person unit, consisting of Troopers Linda Orlando, Marie Kenny and Julia Mosely. Tpr. Orlando is the officer in charge.

An eleven-year veteran of police work, Orlando holds a bachelor's degree in social work from the University of Pittsburgh, and a master's degree in criminal justice from Anna Maria College. Before becoming a police officer, Tpr. Orlando was a social worker specializing in family services. As an officer, she has worked as a rape investigator and in public relations.

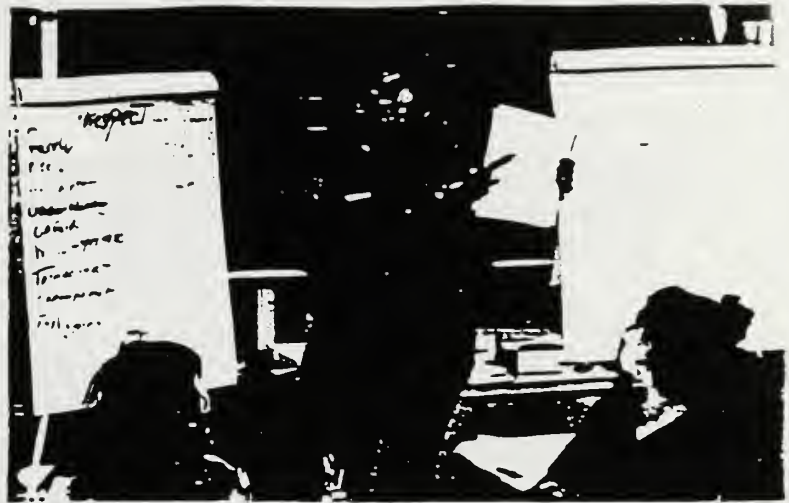
Tpr. Marie Kenny joined the State Police in 1988. She has a bachelor's degree in sociology from Holy Cross College and a master's degree in criminal justice from Anna Maria College. Before joining the State Police, Kenny was a hot-line counselor at the Boston Area Rape Crisis Center for two years.

As a trooper, she has investigated domestic violence cases for the Norfolk County District Attorney's Office. Tpr. Kenny also instructed the most recent State Police recruit class in domestic violence investigations, and teaches rape, child abuse and domestic violence investigation to veteran police officers.

Tpr. Julia Mosely has been a police officer since 1981, and holds a bachelor's degree in law enforcement from Western New England

College. Like the other unit members, Tpr. Mosely is a certified rape investigator. She has been active with the MDC and State Police Employees' Assistance and Crisis Investigation units since 1984.

Unit members attend the Governor's Commission meetings, where they work with **FORUM** staff and on the subcommittee for Uniform Enforcement. Recently, they updated training standards and curricula for police officers, modified a checklist for officers investigating domestic violence cases, and proposed a standard police report form.



Tpr. Mosely teaching violence prevention at the Taft Middle School in Brighton

In June 1993, troopers were trained in a new Preventing Teen Dating Violence curriculum, co-sponsored by the Dating Violence Intervention Project and the Criminal Justice Training Council. Since January 1994, the unit has presented this curriculum in a dozen school systems, and has a full schedule through May. In addition to this three-session program for middle and high school students, the unit has made presentations on child abuse prevention, domestic and dating violence and sexual assault to teachers' groups, counselors, parents' groups and other professionals. The unit encourages participation by leading small groups of twenty-five to thirty.

Overall, response to the program has been very enthusiastic. Attendees at Tpr. Kenny's teacher workshops frequently ask her to return and teach the curriculum on dating violence to their students. Some students' responses, however, reveal how important awareness and prevention programs are. Once, Tprs. Mosely and Orlando were finishing the first session of a high school presentation, helping students identify abusive and respectful behaviors. The girls summed up their feelings by asking the boys to treat them with the same respect they showed their mothers. One agitated boy jumped to his feet, demanding, "Then why don't you show us the same respect you do your fathers? We're the men! We're in charge!" This provided the perfect segue into the second session, which dealt with gender role stereotypes and how they can lead to an environment in which violence against women is tacitly condoned.

Tpr. Kenny also reports positive feedback from police officer trainings. Many officers say that they are better prepared to handle domestic violence calls because they have learnt about the dynamics of abuse. The unit members also inform officers of recent developments in the law and prosecution techniques.

The members of the Domestic Violence Prevention unit are available to speak in any community, and are happy to tailor their program to audience needs. For information call Trooper Marie Kenny at (508) 820-2663; Trooper Linda Orlando at (508) 820-2664, and Trooper Julia Mosely at (508) 820-2665.

!!
The girls summed up
their feelings by ask-
ing the boys to treat
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respect they showed
their mothers.
!!

An Update on the Work of the Subcommittees of the Domestic Violence Commission

by S. Molly Chaudhri

Uniform Enforcement

This subcommittee is currently in the final stages of completing its recommended standards for the handling of domestic violence cases— standards which have been disseminated to Commission members, various police departments and district attorneys' offices state-wide for feedback. These proposed standards will be reviewed by the Commission at its next full meeting in May.

Batterer Treatment

This subcommittee met regularly over the past several months to revise the guidelines and standards for the certification of batterer treatment programs. The subcommittee honed in on sections of the guidelines addressing the issues of appropriate program length, client termination, appropriate interventions with batterers, education and training requirements for program staff and client fees. The goal of the subcommittee is to develop guidelines which will ensure uniformity and consistency in the manner which batterer treatment programs operate state-wide.

Legislation

This subcommittee reviewed over fifty domestic violence based, pending bills. In March, the subcommittee presented their list of recommended priority legislation to the Commission and asked for the Commission to vote on the recommended pieces of legislation. Upon receiving approval from the Commission, the lieutenant Governor sent a letter to legislators outlining the legislative priorities of the Commission. In addition, members of the subcommittee met with legislative committees and committee chairs to help push prioritized domestic violence bills on the fast track.

Victims in Transition

This subcommittee divided itself into four groups to grapple with the issues of court advocacy, affordable housing for victims, children's protection and need's assessment. The Court Advocacy Group met with representatives of battered women's programs, legal services' offices, district attorneys' offices and the private bar to brainstorm problems and suggestions for the proposed civil court advocacy program. Members met with legislators about the dangers which face victims when they obtain restraining orders and other safety planning related issues. Affordable Housing Group members are analyzing Senate Bill 500, "An Act to Provide Safe Housing for Victims of Domestic Violence." Members will continue to meet with staff from the Homeless Coalition, the Battered Women's Coalition and the Norfolk County District Attorney's Office to reach consensus. The Children's Protection Working Group is studying visitation centers program guidelines. The group has been reviewing existing standards from Department of Social Services (D.S.S.) and other sources. In addition, meetings are being held with agencies who currently provide this service to brainstorm problems and suggestions. In addressing the need for assessment, D.S.S. awarded a contract to Apt Associates, a social science research firm, to survey the program structure of existing services rendered to battered women and to identify gaps in services and quantify unmet needs. The assessment is scheduled to be completed by the end of June, at which time the Executive Office of Health and Human Services can employ this data to guide them in making location decisions if the expanded funding, recommended by the Commission, becomes available. Subcommittee members will be available to Apt in an advisory capacity.

Newsletter Working Group

This group welcomes contributions for the September issue. Please call or send in ideas for articles and letters to the editor as soon as possible. Space is filling up fast.

(S. Molly Chaudhri is an assist. district attorney in the Norfolk District Attorney's Office)

COMMITTEES... COUNCILS...

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Mass. Coalition of Battered Women's Service Groups, Carolyn Ramsey	(617) 248-0922
Domestic Violence Council, Valenda Applegarth and Sandy Lund	(617) 357-5757
Governor's Commission on Domestic Violence, Brooke White Sanford, Executive Director	(617) 727-2040
Boston Floating Hospital Family Advocacy Clinic	(617) 956-5255
A.W.A.K.E. Program, Children's Hospital, Boston	(617) 735-7976
A.W.A.R.E. Program, New England Medical Center	(617) 956-1488
Boston Area Rape Crisis Center, Tyson Smith-Ray	(617) 492-8306
Cambridge Women's Commission, Domestic Violence Task Force, Nancy Ryan	(617) 349-4697
Mass. Parole Board, Victims Services Unit, Marcia Hill	(617) 727-3280
Mass. Office for Victim Witness Assistance, Marilee Kenney Hunt	(617) 727-5200
Dorchester District Court, Domestic Violence Roundtable, Hon. Sidney Hanlon	(617) 288-9500
Roxbury District Court, Domestic Violence Roundtable, Hon. Gordon Marun	(617) 427-7000
Attorney General's Family and Community Crimes Bureau, A.A.G. Diane Juliar	(617) 727-2200
Barnstable District Attorney's Office, Domestic Violence Unit, A.D.A. Tom Kristman	(508) 362-8113
Berkshire District Attorney's Office, Domestic Violence Unit, Elizabeth Keegan	(413) 443-5951
Bristol District Attorney's Office, Domestic Violence Unit, Fall River, V.W. Michelle Stanton	(508) 997-0711
Essex District Attorney's Office, Domestic Violence Unit, (Lawrence)	(508) 688-1147
	(617) 599-8094
Hampden County District Attorney's Office, Domestic Violence Unit, A.D.A. Maria Rodrigues	(413) 781-8100
Middlesex County District Attorney's Office, Domestic Violence Unit, A.D.A. Beth Metachuk	(617) 494-4050
Norfolk County District Attorney's Office, Domestic Violence Unit, Marianne Hinkle	(617) 329-5440
Northwestern County District Attorney's Office, Domestic Violence Unit, A.D.A. Susan Loehn	(413) 586-9225
Plymouth County District Attorney's Office, Domestic Violence Unit, A.D.A. Nancy Adams	(508) 548-8120
Suffolk County District Attorney's Office, Domestic Violence Unit, A.D.A. Andrea Cabral	(617) 725-8600
Worcester County District Attorney's Office, Domestic Violence Unit, A.D.A. Phil Shea	(508) 797-4334

In the next issue of FORUM.....Judicial Training has begun! The first wave of training includes six, two-day sessions held throughout the state between April 4 and June 14, 1994. Personnel from every division of the District, Probate and Family, Superior, Boston Municipal and Juvenile Court Departments will receive training regarding abuse prevention laws, practice and procedure, sensitivity to domestic violence issues, communication within and between the courts and communication with the community. Participants include all court personnel. Training exclusively for judges will be held in the fall.

FORUM is a periodical of the Massachusetts Committee on Criminal Justice published in collaboration with the Governor's Commission on Domestic Violence. Its purpose is to provide a forum for discussion and serve as a clearinghouse for information on the issues addressing the declared public emergency of domestic violence. We welcome your comments and story contributions to **FORUM**.

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**THE VIEWS AND OPINIONS EXPRESSED IN
 FORUM ARE THOSE OF THE INDIVIDUAL
 AUTHORS AND DO NOT NECESSARILY REFLECT
 THE VIEWS OF THE COMMISSION.**

Men Who Batter

Profile From a Restraining Order Database

by Nancy E. Isaac, ScD; Donald Cochran, Ed.D; Marjorie E. Brown, MS; Sandra L. Adams

Objective: To provide a description of ~~men who batter~~, using the first 6 months of data entered in a new database that tracks all restraining orders (ROs) that have been issued in Massachusetts.

Design: Descriptive information and survival analyses

Setting: State of Massachusetts

Participants: Analysis of 18,369 male defendants against whom ROs were issued from September 8, 1992, to March 9, 1993.

Main Outcome Measures: Descriptive analysis of age and prior criminal record; survival analyses of violation of active ROs and arraignment for violent offenses.

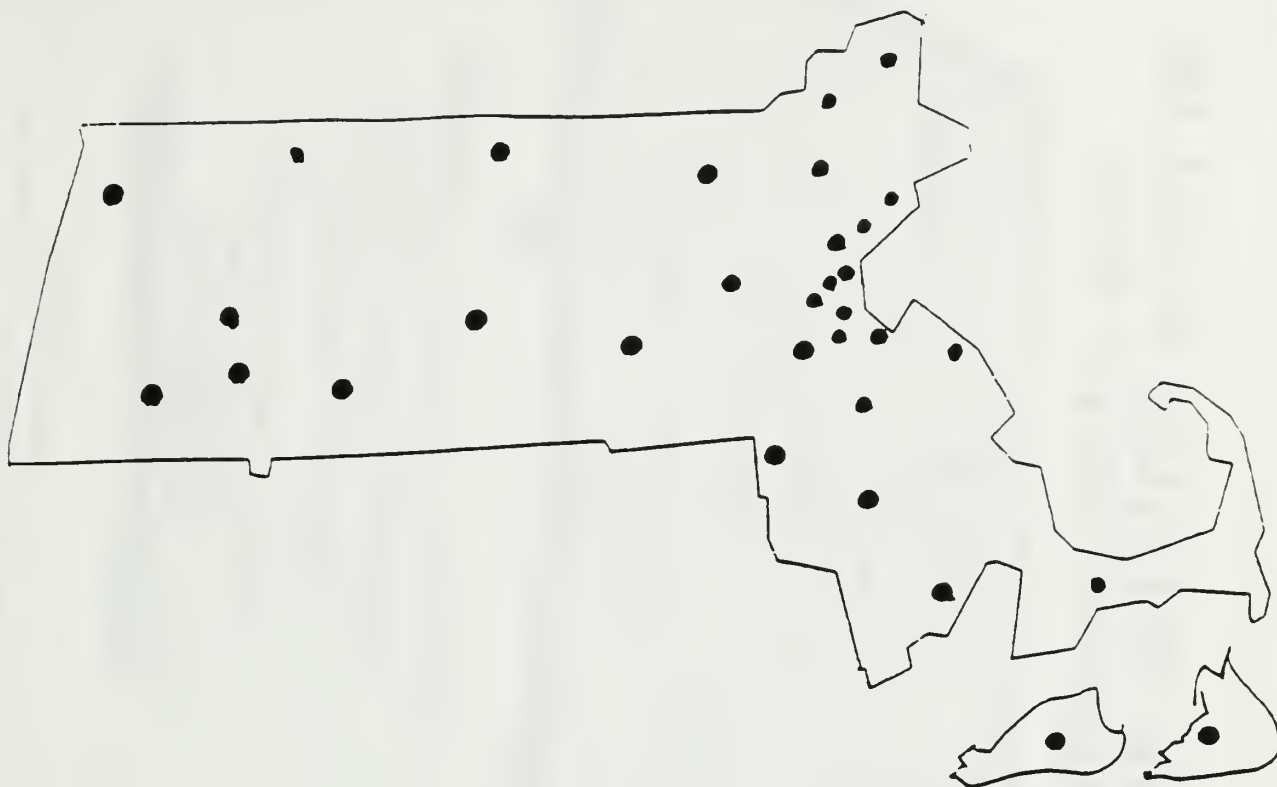
Main Results: Three quarters of defendants are aged 20 to 39 years. A high percentage of men against whom ROs are issued have prior criminal records (74.8%), and nearly half (48.1%) have histories of violent crime. The risk of an order's being violated within 6 months following issuance was 15.4% and the risk of arraignment for some type of violent offense against any victim during this period and while the order was still active was 29.7%.

Conclusions: Men against whom ROs are issued are not a random subsample of the population. The presence of a current or previous RO should alert health practitioners to a situation that may indicate a history of criminal behavior in the man and continued high risk of violence to the female partner.

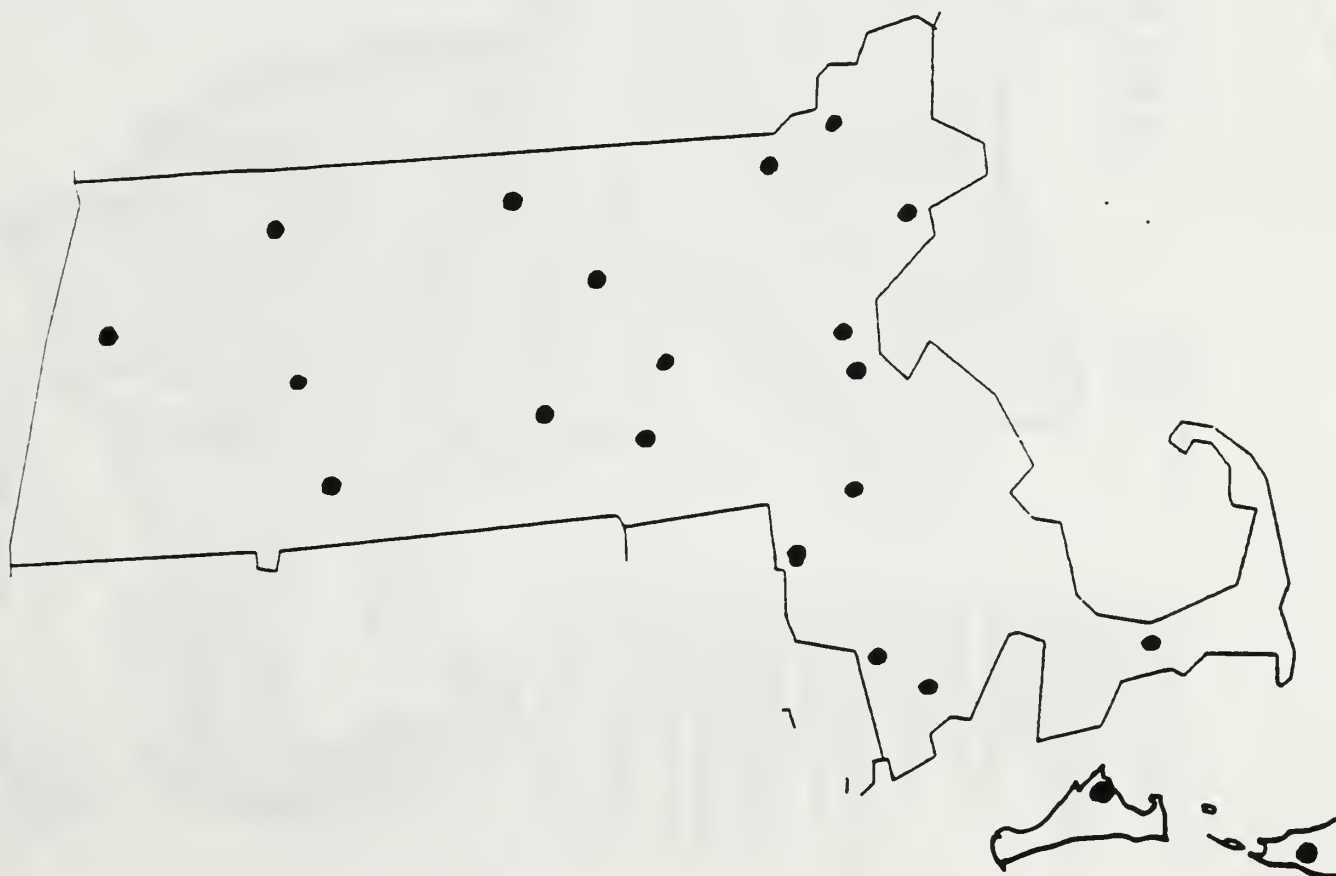
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APPENDIX F

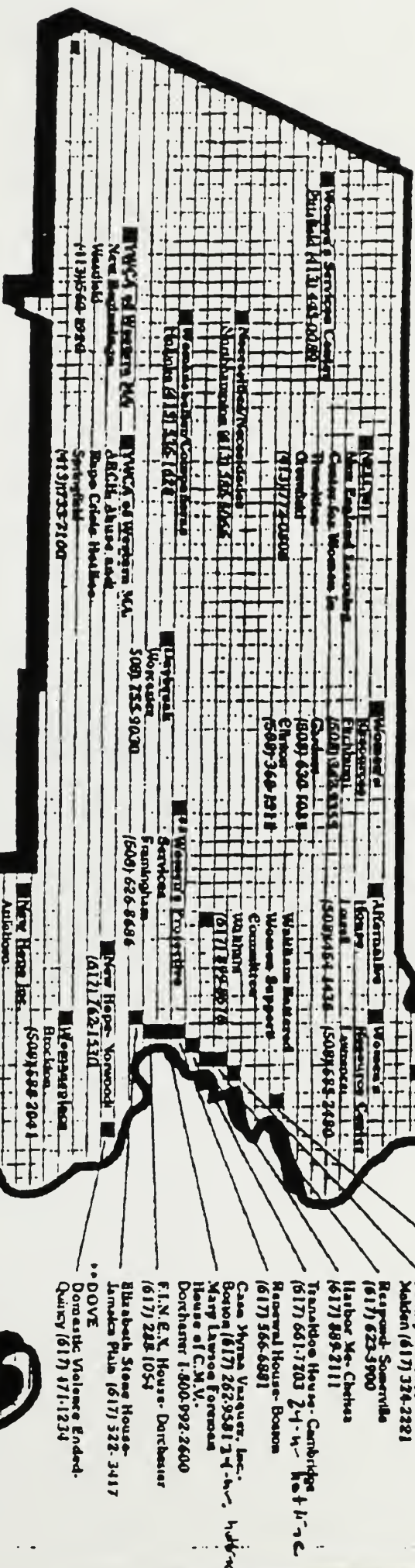
Battered Women's Shelters in Massachusetts



Rape Crisis Centers in Massachusetts



24 HOUR HOTLINE NETWORK FOR WOMEN'S SAFETY



Women's Resource
Center
Haverhill
(508) 373-1041

Women's Crisis Center of
Greater Newburyport
Newburyport
(508) 683-2155
HAWC Help for Abused
Women and Their Children
Salem (508) 744-6601

Services Against
Family Violence
Malden (617) 324-2321

Reynold, Somerville
(617) 623-3900

Harbor Ms. Chetee
(617) 898-2111

Translone House - Cambridge
(617) 661-7203 24 hr. hotline
Reservoir House - Boston
(617) 566-6981

Casa Thyra Vargas, Inc.
Boston (617) 262-9581 24 hr. hotline
Mary Layton Foreman
House of C.M.V.
Dorchester 1-800-992-2600

F.I.N.E.Y. House - Dorchester
(617) 288-1054

Elizabeth Stone House -
Jamaica Plain (617) 328-3417

DOVE
Domestic Violence Ended -
Quincy (617) 971-1234

South Shore
Women's Center
Roslindale
(508) 746-2664

Worcester
Crisis Center
(508) 852-2041

New Hope, Norwood
(617) 762-1310

Worcester
Crisis Center
(508) 852-2041

New Hope, Norwood
(617) 762-1310

Worcester
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(508) 852-2041

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(617) 762-1310

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(508) 852-2041

New Hope, Norwood
(617) 762-1310

Worcester
Crisis Center
(508) 852-2041

Massachusetts Coalition
of Battered Women
Service Groups

107 South Street, 5th floor
Boston, MA 02111
(617) 247-0922

**Non Members
*Membership Pending

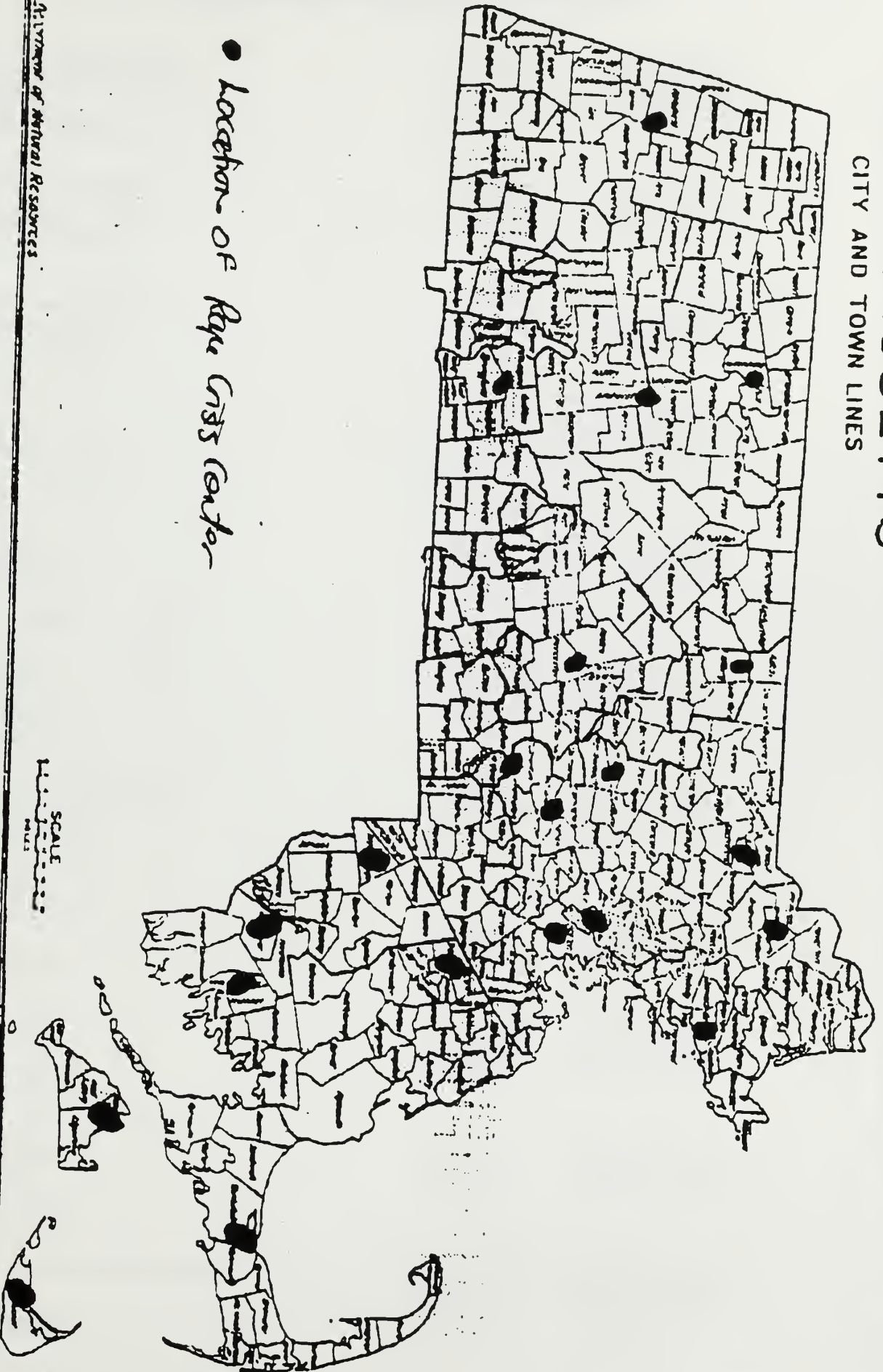
Made possible by a grant from The Department of Social Services

APPENDIX G

MASSACHUSETTS

CITY AND TOWN LINES

● Location of Regional Centers



Division of Natural Resources

SCALE
1:100,000

Massachusetts Rape Crisis Centers

Rape Crisis of Berkshire County
18 Charles Street
Pittsfield, MA 01201

Business: 413-442-6708
Hotline: 413-528-9434

Women's Protective Services
63 Fountain Street
Framingham, MA 01701

Business: 508-820-0834
Hotline: 508-626-8686

CPASA Multi Service Center
317 Blue Hill Avenue
Dorchester, MA 02121

Business: 617-427-4470 x350
Hotline: 617-442-6300

RCCCM Worcester
100 Grove Street
Worcester, MA 02121

Business: 508-791-9545
Hotline: 508-799-5700

Everywomen's Center
Umass-Nelson House
Box 36100
Amherst, MA 01003

Business: 413-545-5832
Hotline: 413-545-0800

Y.W.C.A./ARCH
120 Maple Street
Springfield, MA 01103

Business: 413-732-3121
Hotline: 413-733-7100

Boston Area Rape Crisis Center
99 Bishop Allen Drive
Cambridge, MA 02139

Business: 617-492-8306
Hotline: 617-492-RAPE

Blackstone Valley RCT
P.O. Box 215
Milford, MA 01757

Business: 508-478-8775
Hotline: 508-478-2992

NELCWIT
10 Park Street
Greenfield, MA 01301

Business: 413-772-0871
Hotline: 413-772-0806

Independence House
160 Bassett Lane
Hyannis, MA 02601

Business: 508-771-6507
Hotline: 1-800-439-6507

Plymouth County Rape Crisis Center
P.O. Box 4206
Brockton, MA 02403

Business: 508-580-3964
Hotline: 508-588-8255

Massachusetts Rape Crisis Centers

RCCM Fitchburg Office
275 Nichols Road
Fitchburg, MA 01420

Business: 508-343-5683
Hotline: 1-800-870-5905

New Hope
P.O. Box 4100
Attleboro, MA 02703

Business: 508-226-4016 4015
Hotline: 508-695-2113

North Shore Rape Crisis
202 Rantoul Street
Beverly, MA 01915

Business: 508-927-4506
Hotline: 1-800-992-8772

Assabet Valley Rape Crisis
133 East Main Street
Marlboro, MA 01752

Business: 508-481-8290
Hotline: 508-485-RAPE

Women's Resource Center
454 North Canal Street
Lawrence, MA 01842

Business: 508-585-2480
Hotline: 800-400-4700

RC Services of Greater Lowell
70 Industrial Avenue East
Lowell, MA 01852

Business: 508-452-7721
Hotline: 800-542-5212

A Safe Place
P.O. Box 3231
Nantucket, MA 02584

Business: 508-228-0561
Hotline: 508-228-2111

Martha's Vineyard-Comm Services
P.O. Box 369
Vineyard Haven, MA 02568

Business: 508-693-7900
Hotline: 508-696-SAFE

Stanley St. Treatment & Resources
386 Stanley Street
Fall River, MA 02878

Business: 508-675-0087
Hotline: 508-575-0087

New Bedford Women's Center
252 County Street
New Bedford, MA 02740

Business: 508-996-3343
Hotline: 508-99-WOMEN

APPENDIX H

Massachusetts

Quincy Court Domestic Abuse Program

Statement of the Problem

Increasingly, domestic violence victims are turning to the courts for assistance in ending the violence and terror being perpetrated against them. All too often the courts respond with confusing procedures, untrained personnel, and a lack of community coordination. Restraining orders are routinely violated and unenforced by the courts. The result is that too many abuse victims are intimidated, overwhelmed, and denied the remedies they desperately need. Close to 2,000 domestic violence victims come to the Quincy Court each year seeking legal remedies to provide safety for themselves and their children. Given the 35% increase in domestic violence petitions over the past two years and a similar increase in the arrest of male violators, the client population is expected to double every three to four years.

Covering seven surrounding cities and towns, the Quincy Court serves a diverse population of about 200,000. The court coordinates the numerous police, corrections, and social service agencies, all facing budget cuts along with the increasing requests for assistance. The Quincy Court Domestic Abuse Program attempts to combine innovative, integrated approaches that not only provide maximum protection and accountability, but also assist victims in ending the violence.

Goals and Objectives

The program has two goals: (1) to control the abuser through focused prosecution, creative sanctions, intensive supervision, and specialized treatment; and (2) to empower victims by creating a user-friendly process, an array of comprehensive direct services, and referrals to provide support and assistance.

To achieve these goals, the program has the following objectives:

- to make the process easier and assist victims in making use of the range of criminal justice interventions;
- to ensure that the cases are vigorously prosecuted, whether or not the victim is available to testify;
- to coordinate a community response, such that all parties work together to protect the victims and hold the offenders responsible for their behavior through tight supervision; and
- to ensure that victim safety is the first priority.

In this vein, the program attempts to return to court all offenders who do not adhere to court orders or who threaten continued harm to their victims.

Program Components

For the victim, the program has made the process user friendly with the following: (1) a private office at the court, staffed by women specially trained to assist the victims seeking restraining orders; (2) a daily briefing session for victims on civil and criminal options, community resources, support groups, and general guidance through the court; (3) two special court sessions held daily to expedite hearings; (4) ongoing educational and support groups for the victim, separate groups for adolescents and children from violent homes, and a parenting group run by two clinical social workers from the District Attorney's Office and the DOVE shelter; (5) two specialized domestic violence prosecutors, two specialized advocates, two experienced counselors, two law students, five student interns, and three volunteers to handle the cases, provide support, and ensure system accountability; and (6) an experienced domestic violence advocate in the Probation Department who makes contact with the victims of the probationers to ensure continued safety and offender compliance.

The program has been successful in uniting the activities of the critical actors in the process including police, prosecutors, judges, probation, shelters, advocacy groups, batterers' services agencies, child protection services, and medical and mental health providers, and ensuring formal, ongoing training for a combined maximum response. As part of the coordinated community intervention plan, the day actors also participate in the Quincy Court Family Violence Roundtable, which meets once per month to identify problems and map out short- and long-range action plans. With the Police Tracking System, the victim advocates are able to immediately obtain police incident reports, whether or not an arrest has been made, so that contact with the victim can be made as soon as possible. The police advise victims to go to court 45 minutes early to avail themselves of the briefing session, explain the 24-hour availability of restraining orders, and urge them to speak to the advocates about support groups and other resources. Additionally, many of the actors assist with in-service training and community education seminars for the relevant agencies, service providers, social organizations, the military, professional groups, and the community at large.

To better control the abuser, the program has: (1) tight pre-trial probation to ensure victim protection and decrease the likelihood of witness intimidation pending trial; (2) fast-track court scheduling to ensure speedy trials; (3) routine confiscation of weapons; (4) a trained, five-person probation enforcement team; (5) strictly enforced sanctions including saturation surveillance in the community, and mandatory orders of alcohol and drug abstinence monitored through random testing; and (6) speedy revocation hearings for violators, with immediate sentencing ranging from short shock to longer term incarceration.

To increase child safety and stop the inter-generational cycle of domestic violence, the District Attorney's Office and the DOVE Battered Women's Shelter co-sponsor three Children's Support

Groups and a Parenting Group. Groups are offered for young children, adolescents, and teen involved in violent dating relationships. The focus is on safety planning, teaching the children to call "911" when in danger, how to identify warning signs, what to do if a fight starts at home or school, and related issues. Most of the children's groups run concurrently with the adult victim's support groups, thus providing child care while beginning to address the children's needs.

Results and Impact

Performance Measures

In an effort to increase victim safety, program staff wanted to determine what was helpful and what was not helpful about the program. A comprehensive court survey of victims was conducted, beginning in 1986 and repeated periodically, asking victims how the court could best ensure their protection and improve services overall.

Implementation Problems and Successes

Obstacles existed on two levels. First, more than any other violent criminal, male abusers are the most dangerous and tenacious in their pursuit of their victims, as well as the most resistant to court control and treatment. Although police enforcement models existed, there were no models for effective sanctions and supervision of these offenders. Court personnel had to develop policies and programs, including an array of mandated treatments and surveillance. Second, most women, 60% in the initial 1986 study, had histories of significant victimization from childhood, seriously compromising their coping skills to protect themselves and their children in abusive relationships. An array of services such as support groups, assigned advocates, special court clerks, and a private office and referral services such as Al-Anon for Women, Rape Crisis Centers, and Spanish-speaking support groups had to be identified and/or created.

On a systemic level, given the extent of gender bias and resistance to change in the criminal justice system, sensitivity and reform training for all actors had to be developed and provided on a regular basis. Final challenges remain:

- to develop an abuser topology to better and more accurately predict lethality and utilize it within the constraints of a due process legal system;
- to create a new paradigm under which prosecutors and defense attorneys work more closely on family violence cases to ensure victim safety;
- to constantly ask "How can we be doing this better?" especially with regard to increasing victim safety;
- to expand safety planning for children;
- to increase community education and public awareness campaigns to re-enforce that domestic violence constitutes violent crime which must be treated seriously;

- to establish a visitation center within the county to facilitate the safe exchange of children; and
- to increase the availability of emergency and transitional housing for abuse victims fleeing danger.

One obstacle the program faced was some judges' reluctance to order batterers to attend counseling and specifically to attend a certified batterer's intervention program. This was due, in part, to the batterer's assertions that (1) they could not afford the time off work or money to travel (10 miles) to Boston for the programs; and (2) the batterer's program facilitators were too harsh in their expectations of participation, timeliness and attendance. In response, the court personnel arranged for a top Batterer's Program, Emerge, to hold several sessions per week at the Quincy District Court. This took away the need for travel and seemed to make the judges feel that it was part of the Court's intervention process, thus greatly increasing the participation rates. The on-site location also allowed staff to better monitor the program.

Too many victims were reporting repeat violence, harassment, and/or stalking by batterers even after a criminal conviction, and sometimes by perpetrators in jail. Due to embarrassment, no phone access, transportation obstacles, and fear of retaliation, some victims did not inform the court of the new offenses. With over 300 batterers on probation, generally for at least one year, staff wanted to throw out a wide net to the victims of these perpetrators. First, as part of the briefing and the informational brochures, staff began including a message that they wanted to know when any problems arose, post-conviction or at any other time. Second, a Probation Revocation Session was established to expedite the process of bringing back before the Court those perpetrators violating the terms and conditions of their probation. Third, an experienced advocate was hired to work from the Probation Department as a Victim Contact Coordinator. That advocate's job is to immediately contact the victim of a batterer on probation and familiarize the victim with post-conviction services and the availability of help, including renewed safety planning.

Successes and Accomplishments

Victims overwhelmingly asked in the survey that the court increase the number of support groups being offered, both for themselves and their children. By not tying victim participation in support groups to any court involvement, even those who remain with the perpetrator are welcome and active members. Many victims begin the support group still living with the batterer and unsure as to the wisdom of obtaining a restraining order. By the end of the eight-week education section, most victims have obtained a restraining order, moved away from the batterer, and are beginning to understand that the abuse is not their fault. A twelve-week support group follows, with education networking, exposure to other victims and role models, and information on day care, job training, and other needs.

To increase the number of victims obtaining permanent restraining orders, in 1987 the court began holding daily briefings to offer intensive support and relevant information. In the first six months of briefings, there was a 14% increase in the number of victims returning to court for

their permanent restraining order. Perhaps the greatest testament to the success of the coordinated community response has been the findings of a study comparing the Quincy District Court with two surrounding counties' courts. The study found that, of the domestic violence victims coming to Quincy Court for help, 87% of them followed through with permanent restraining orders and/or criminal prosecution. A similar size court in a neighboring county showed just 34% of their victims returning for continued assistance. Even as one of the highest issuing courts (almost 2,000 restraining orders in 1994), the Quincy District Court has the lowest restraining order drop rate in the State.

Decreasing the domestic violence homicide rate has been an area of interest in the Quincy District Court service area, since the Commonwealth of Massachusetts has faced a steadily increasing number of battered women murdered by their partners. In 1986, the State found that a battered woman was killed by her husband or boyfriend every 22 days. By 1993, that number rose to one battered woman killed every 12 days, and during the first three months of 1995, every four days a battered woman was being murdered. Given the size and demographics of the court's service area, it should have produced similar statistics. However, over the last 16 years, the Quincy Court has had one domestic violence homicide in the town of Cohasset in 1979. After that homicide a death review was conducted by assembling all the relevant actors to determine what should have been done differently in that case and how victims could be better protected, in general.

Keeping in mind that conviction rate is not the best indicator of success, court personnel were determined to increase the prosecution rate as an additional means of holding offenders responsible for their actions. Since many victims were intimidated out of testifying against their abusers, staff focused on learning how prosecutors could go forward with the trial, even absent the victim's testimony. This meant police had to be trained regarding comprehensive report writing, evidence collection, and investigation of domestic violence incidents. Utilizing the one-page Domestic Violence Incident Report Form, training was held for all police chiefs and most officers to share information and inform the police that they should document the victim's statements, injuries, and demeanor at the scene, as well as take photographs of the victim's injuries. By enlisting the assistance of the Polaroid Corporation, cameras, film, and a law enforcement photography seminar was donated. As a result, there is much more information in the police incident reports, more photographs for use at trial, and increased morale of both police and prosecutors. Law enforcement now knows that the prosecutors will make every effort to bring the case forward, utilizing the "spontaneous/excited utterances" of the victim at the scene. This enables the court to hold the offender accountable, while taking the victim out of danger.

During the first quarter of 1995, 85% of the victims contacted were very receptive to the support, 10% were unreachable, and 5% declined services because they were still with the batterer. However, even the knowledge of the advocate's availability can serve as a deterrent to the batterer. This advocate has also forged a close relationship with the jail staff, resulting in much closer cooperation, sharing of information, and referrals.

Without providing specific guidance, it was unrealistic to expect police officers to produce comprehensive incident reports, complete with photographs and the necessary documentation for going forward even without the victim's testimony. Utilizing the *Family Violence Investigation Checklist*, copied from the San Diego Police Department, court staff conducted training all over the county, with mixed results. As the Quincy Police Department has received 40 hours of domestic violence training per year from the District Attorney's Office, their progress has been the most pronounced. However, police officers in general have welcomed the simple, one-page format of the *Family Violence Investigation Checklist*, which tells them exactly what information to collect at the scene. This has increased police morale and improved the police reports the court is receiving.

In an effort to bring more actors to the table, the Quincy Court Family Violence Roundtable was started. At monthly meetings problems are raised and long and short-term Action Plans are designed. For example, there was much concern about court safety for victims and bystanders because even offenders coming from jail were found to be in possession of weapons. There is now a metal detector at the front door and in the court's lock-up, as well as a protocol for court officers or police officers to accompany victims to their cars, the subway, bus stations, or to the District Attorney's Office.

Based on the fact that welfare is the primary safety net for abuse victims and that 35 states pay less than \$4,000 per year for a family of four on welfare, the Court knew that simply getting a victim on welfare was not any kind of solution. The primary reason that abuse victims return to the perpetrator is a lack of money, thus creating an obvious need to provide victims with information about job and educational opportunities. In working with a group of pregnant and parenting teens by helping each one devise an Individualized Action Plan, most have gone on to obtain their G.E.D. or high school diploma, several are enrolled in community college, and several have graduated from technical school programs. These students have named this the "What Is Your Dream?" Project.

This is being expanded to the elementary and high schools. The Florida Department of Youth Services documented in their 1994 study that children who become delinquent begin disengaging at around third or fourth grade, in part because they have no sense of future, few role models, and little confidence. Program staff are training tenth and eleventh graders to go into the third grade and conduct "What Is Your Dream?" sessions, on a bi-weekly basis. The third graders listen much more attentively to the high schoolers than they would adults, the high school students get course credit for participation, and it gives Court personnel the opportunity to train the high school students about job and educational opportunities.

A 1991 study by the American Nursing Association documented that pregnant and parenting teens were at the greatest risk for abuse in their relationships, and that teens in general experience tremendous abuse from their partners. Working with the DOVE battered women's shelter, court staff put together a teen dating violence brochure, hotline number, and support group for battered teens. An intervention program is being developed for teen batterers. Working with two top teachers at Quincy High School, the Quincy High Students Against Domestic Violence was

started. This work has taken on new meaning as in 1994 close to 80% of the civil restraining orders issued by the Quincy District Court were issued against men ages 18 to 24.

Prospects for Replication

Part of the ease of replication is that there is no separate budget for the Quincy Court Domestic Abuse Program. To develop it, existing personnel and resources were utilized. Most of the efforts have focused on transferring and training existing personnel. Personnel includes members of the District Attorney's Office, judges, probation officers, and court clerks who are all funded by the Commonwealth of Massachusetts. In addition, the program utilizes many volunteers, including Domestic Violence Victim Advocates, as well as individuals from colleges, shelters, and other community services. Abusers are required to pay for batterer and/or alcohol/drug abuse treatment and testing.

In 1992, the Quincy Court Domestic Abuse Program won a Ford Foundation-Innovations Award, and has been cited as a model program by the National Council of Juvenile and Family Court Judges in *Family Violence: State of the Art Court Programs*. In 1992, the program was featured on a "60 Minutes" episode. After being featured on the "60 Minutes" episode, the program was flooded with requests for information and technical assistance. The Court regularly hosts visiting public policy, law enforcement, and court personnel from around the United States and the World. Within Norfolk County, the District Attorney's Office has expanded this model to all of the other courts.

In 1990, the Massachusetts Legislature appropriated \$150,000 to each District Attorney's Office to establish a Domestic Violence Unit and coordinate with their local courts, modeled on the Quincy Court Domestic Abuse Program. For many years program staff have willingly, as time permits, traveled all over the State and to several others including Florida, Montana, Wisconsin, California, New York, Rhode Island, Vermont, Maryland, and Washington, to provide training and technical assistance to those wishing to replicate the program. Many courts have been able to develop at least key components of the program. For example, there are currently about twenty Domestic Violence Court Roundtable operating in Massachusetts; each District Attorney's Office has specialized advocates and prosecutors; many courts have adopted specific protocols; and the probation departments are focusing on the monitoring of batterers.

The Quincy Court Domestic Abuse Program is an extremely successful model of an integrated approach to addressing domestic violence. It shows that when all parties work together, an effective family violence intervention protocol can be implemented. Further, it reinforces the message that partner abuse is a crime to be taken seriously, not a private matter to be ignored by the system. This model has won widespread praise and support in the community. It has served to toughen State domestic violence laws, calling for mandatory arrest and treatment, a state registry of restraining orders, forfeiture of weapons, state wide training, bail reform and other measures to improve the response to domestic violence.

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